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ABSTRACT

These hearings transcripts present testimony regarding reauthorization of the Elementary and Secondary Education Act (ESEA). "Chapter 1" of this legislation is a central part of federal education policy. Education is currently funded at about $7 billion a year; an additional $700 million, or 10 percent, is budgeted for the coming fiscal year. These hearings are in response to the Clinton Administration's proposal to reform, simplify, and refund the current funding program. The proposal is titled "The improving America's Schools Act in 1993." This reauthorization proposal is placed within an overall framework for educational reform and reflects the objectives of Goals 2000, raising standards for the education of all children. It also realigns the ESEA with state and local reform efforts in the Goals 2000 bill. Statements are divided into 10 areas: (1) Reauthorization of ESEA; (2) Current Status of Chapter 1; (3) New Directions for Chapter 1; (4) Professional Development: ESEA Reauthorization; (5) ESEA: School Libraries and Family Literacy; (6) ESEA Reauthorization School Improvement Programs: Focusing on What Works; (7) another section on ESEA Reauthorization; (8) Making the Transition to School: Early Childhood Programs and Parental Involvement; (9) Foreign Language Education in Elementary Schools; and (10) School Improvement Programs Focusing on What Works. These hearings include a statement from Secretary of Education, Richard Riley, on the proposed legislation. Early childhood education is specifically addressed in a 50-page section of the statement, in which representatives from: Headstart; PTA; National Association of State Boards of Education, Early Childhood Services; Youth Guidance; and other organizations aligned with education speak to the issues, in general supporting the "Improving America's Schools" proposal. (ET)

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ESEA: FRAMEWORK FOR CHANGE

HEARINGS

BEFORE THE

COMMITTEE ON
LABOR AND HUMAN RESOURCES

AND THE

SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES

UNITED STATES SENATE

ONE HUNDRED THIRD CONGRESS

FIRST SESSION

ON

S. 1513

ENTITLED "IMPROVING AMERICA'S SCHOOLS ACT OF 1993," AND RELATED BILL

MARCH 2, 16, 18, 24, APRIL 12, 14, (WASHINGTON, DC) 18, (CHICAGO, IL) 21, 26, AND MAY 5, (WASHINGTON, DC) 1994

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REAUTHORIZATION OF THE ELEMENTARY AND SECONDARY EDUCATION ACT

WEDNESDAY, MARCH 2, 1994

U.S. SENATE,
COMMITTEE ON LABOR AND HUMAN RESOURCES,
Washington, DC.

The committee met, pursuant to notice, at 10:05 a.m., in room SD-430, Dirksen Senate Office Building, Senator Edward M. Kennedy (chairman of the committee) presiding.

Present: Senators Kennedy, Pell, Dodd, Simon, Bingaman, Wellstone, Kassebaum, Jeffords, Coats, and Durenberger.

OPENING STATEMENT OF SENATOR KENNEDY

The CHAIRMAN. We will come to order.

This morning we begin our hearings on the reauthorization of the Elementary and Secondary Education Act.

Nearly 30 years ago, the Congress launched a landmark effort to reduce the serious disadvantages that poor children face in public education. Today, the largest program in that legislation, Chapter 1, has become a major education program, funded at a level of $6.3 billion for the current fiscal year.

As a sign of the high priority the Clinton administration gives it, it is budgeted for an increase of $700 million—10 percent—for the coming fiscal year.

ESEA now represents a central part of Federal education policy, and this year's reauthorization, the first since 1988, is a major opportunity to revitalize our education priorities to build a stronger Nation for the future.

It is a privilege to welcome Secretary Riley, who will discuss the administration's goals and proposals for improving the program and making it more effective. Secretary Riley has impressed all of us in Congress with his great experience and ability in education, and it is an honor to have him here today to discuss these important issues.

A great deal has already been accomplished under ESEA. The dropout rate has been substantially reduced. The gap in achievement by minority children has narrowed. School districts have begun to equalize resources among their schools. Thousands of parents have been drawn into their children's education. Much has also been discovered about how children learn and what factors make the most difference, especially for disadvantaged children.

I will put the remainder of my statement in the record and recognize Senator Jeffords for any remarks he may have.

[The prepared statement of Senator Kennedy follows:]

PREPARED STATEMENT OF SENATOR KENNEDY

This morning we begin our hearings on the reauthorization of the Elementary and Secondary Education Act. Nearly 30 years ago, Congress launched a landmark effort to reduce the serious disadvantages that poor children face in public education. Today, the largest program in that legislation, Chapter I has become the largest single Federal education program for elementary and secondary schools. It is funded at a level of $7 billion for the current fiscal year. As a sign of the high priority the Clinton Administration gives it, it is budgeted for an increase of $700 million—10%—for the coming fiscal year.

ESEA now represents a central part of Federal education policy, and this years reauthorization, the first since 1988, is a major opportunity to revitalize our education priorities to build a stronger Nation for the future.

It is a privilege to welcome Secretary Riley, who will discuss the Administration's goals and proposals for improving the program and making it more effective. Secretary Riley has impressed all of us in Congress with his great experience and ability in education, and it is a honor to have him here today to discuss these important issues. Secretary Riley is accompanied by Undersecretary Mike Smith and Assistant Secretary Tom Payzant, two of the most knowledgeable leaders in the country on these issues.

A great deal has already been accomplished under ESEA—the drop-out rate has been substantially reduced. The gap in achievement by minority children has narrowed. School districts have begun to equalize resources among their schools. Thousands of parents have been drawn into their children's education. Much has also been discovered about how children learn and what factors make the most difference, especially for disadvantaged children.

Under the leadership of Secretary Riley, President Clinton has proposed the boldest and most far-reaching proposal in the legislation's history. The proposal, called the "Improving America's Schools Act in 1993," recognizes the need to reform and simplify the current program, and its recommendations are significant and well thought out.

First, it renews our commitment to the country's poorest schools. According to a recent report, third graders in schools with high concentrations of poverty are still losing ground, even after they have received Chapter I services. In fact, test scores went down more for the students who received the services than for those who did not. Secretary Riley's proposal looks critically and honestly at he needs of these children, and sets out an agenda to help them more effectively.

Another important feature of the administration's plan is that for he first time, the reauthorization proposal is placed within an verall framework for education reform. The proposal reflects Goals 2000, which we are currently conferencing with the House. Like hat bill, the current proposal is designed to raise standards for all hildren. It also realigns ESEA with State and local reform efforts n the Goals 2000 bill.

The proposal also changes accountability. Instead of uniform Federal reporting requirements tied in red tape, the states themselves will decide how to tell the Federal government about their progress in educating poor children—and all children. The proposal drops entirely the ineffective standardized assessment currently required.

The Administration's proposal concentrates on teachers as well. It takes Chapter II, which is now a block grant, and requires the dollars to be used for teacher development.

The proposal also gives greater flexibility to local districts and local schools to use their best judgment about allocating Federal funds, as long as they meet the purposes of the programs.

Finally, the proposal rewards success by identifying schools that are making progress and enabling them to compete for additional funds. Ironically, under current law, schools that make progress lose their Federal funds—a penalty for success that makes no sense in education policy. The plan also provides steps for intervention in schools that make no progress. Finally, this bill recognizes that schools and health providers must work more closely together, and calls for health screening in schools.

These changes will set a high standard for Federal education programs. They offer real help to disadvantaged children. They will reshape the manner in which the Federal government supports public schools across the Nation in accord with the high priority that education deserves, and in a way that will use scarce Federal resources most effectively.

I look forward to working with members of the committee and with the Clinton Administration as we consider these proposals in the coming weeks. Few issues are more essential to the future of our country.

It is a honor to introduce Secretary Riley, and we look forward to his testimony.

OPENING STATEMENT OF SENATOR JEFFORDS

Senator JEFFORDS. Thank you, Mr. Chairman.

Welcome, Mr. Secretary. I continue to enjoy working with you and look forward to getting our educational system straightened out in the next few years.

The Elementary and Secondary Education Act represents the single largest Federal commitment to K through 12 education. Chapter 1 services reach close to 5 million youngsters and touch 90 percent of all school districts. The little over $6 billion committed to the program dwarfs that of other education programs.

Yet as we know from witnessing first-hand in our own cities and States, and from respectable research, we are addressing the needs of only a tiny fraction of our eligible population.

Poverty among our young children is on the rise—21.9 percent for children under 18—the highest since 1983. Our dropout rate hovers at 40 percent for Hispanic youth, and our international test scores continue to fall short of the mark.

I commend the administration for its reauthorization proposal. Many of its recommended changes try to address those very issues which I have just mentioned. The formula, for example, is altered to target the highest concentrations of poverty, shifting a larger percentage of funds into concentration grants and requiring that the poorest schools be served first. As well, it increases the poverty threshold from 15 to 18 percent.

I will say, however, that as we look to the future, we must recognize that we are asking our schools, through Goals 2000, to find ways to fix the very serious problems we have with education, and that they must do so at the same time as we are reducing resources from the Federal level. And even though I commend the administration for increasing the amount of money available for Chapter 1, in certain areas of the country, as they well know, there will still be a decrease in resources instead of an increase, due to the shifts in the Census and the proposed formula change.

So I will say these recommendations are all well-intended, and ones that we here today should all be able to support. But as the Secretary knows only too well from the heated debates in the House, these recommendations are not supported by all members. They create a great deal of controversy, and in fact, I have difficulty with some of them myself.

Let me tell you why. I support all of these provisions in concept, but it is difficult to support them in practice when their effect is to squeeze limited education funds and shift services from one needy population to another. In effect, we are engaging in an educational triage—robbing poor Peter to pay poor Paul. Until we can put a high priority on education and commit the resources necessary to achieve the goals we have set for ourselves, tinkering at the edges will neither work nor sustain support.

Mr. Chairman, I would ask that the remainder of my statement be made a part of the record and say that I am going to concentrate the rest of my time in the Senate on trying to see what we can do to reach the established objectives of Goals 2000 and to define the resources that will allow us to meet our goals.

Thank you, Mr. Chairman.

[The prepared statement of Senator Jeffords follows:]

PREPARED STATEMENT OF SENATOR JEFFORDS

Mr. Chairman, thank you for calling together this hearing. Reauthorization of the Elementary and Secondary Education Act is of immense importance. I also want to welcome the Secretary of Education and look forward to his testimony.

The Elementary and Secondary Education Act represents the single largest Federal commitment to K-12 education. Chapter 1 services reach close to 4 million youngsters and touch 90% of all school districts. The little over $6 billion committed to the program dwarfs that of other education programs.

Yet, as we know—from witnessing first hand in our own cities and states and from respectable research—we are addressing the needs of a tiny fraction of our eligible population. Poverty among our young children in on the rise—21.9% for children under 18—the highest since 1983. Our drop out rate hovers at 40% for hispanic youth and our international test scores continue to fall short of the mark.

I commend the administration for its reauthorization proposal. Many of the recommended changes try to address the very issues that I have mentioned. The formula, for example, is altered to target the highest concentrations of poverty, shifting a larger percentage of funds into concentration grants, requiring that the poorest schools be served first and increasing the poverty threshold from 15 to 18 percent.

The bill recommends that we hold our children, schools and districts to higher standards so that we can compete in the next century and ensure that all children receive their rightful chance to succeed. Perhaps these changes will decrease our drop out rate and increase our international standings.

Furthermore, the bill recommends that chapter 2 be redesigned to address the issue of professional development so that our school teachers and administrators are prepared to teach to high standards. The administration recommends decreasing the schoolwide poverty threshold from 75% to 50% to provide greater flexibility for school administrators and a higher level of service to all children. It provides incentives for schools to move away from a system of pulling children out of a classroom for short periods of remedial work and instead encourages schools to teach children in the regular classroom.

These recommendations are all well intended. Ones that we—at this dais—should all be able to support. But, as the Secretary knows only too well from the heated debates on the House, these recommendations are not supported by all members. They create a great deal of controversy. In fact I cannot support them all myself.

Let me tell you why. I support all of these provisions in concept, but it is difficult to support them in practice when their effect is to squeeze limited education funds and shift services from one needy population to another. In effect we are engaging in education triage—robbing poor Peter to pay poor Paul until we can put a high priority on education and commit the resources necessary to achieve our goals, tinkering at the edges will neither work nor sustain support.

Take for example the changes in the formula. Focusing more attention on concentrations of poverty is a good concept but, as the Congressional Research Service indicates, the effect of this change is to "generally provide higher grants to counties with relatively high numbers of poor . . ., although the changes are more effective at substantially reducing grants to low poverty areas than raising grants to high poverty areas." Rural States and counties with low poverty rates may not have the concentration of poverty but still have disadvantaged children that must be served. We cannot institute a policy that suggests that some poor are more deserving than other poor—each child must be served. Rather than battle amongst ourselves for critical education dollars we must come together and urge fully funding this program to serve all children.

The other recommended changes are also worthy of consideration but also cost considerable sums to implement. Teaching children in the regular classroom hinges on enough qualified teachers to care for the needs of both chapter 1 and nonchapter 1 students—a considerable expense. Using chapter 2 for professional development is clearly a worthy goal—professional development is pivotal for improving academic standards—but chapter 2 in many States provides critical does to cover funding shortfalls. Many States cannot afford to give up chapter 2 funds even for as laudable a goal as professional development.

Reducing the poverty threshold for schoolwide projects could also be beneficial but as a Rand study pointed out the cost of reducing the threshold from 75% to 65% (not to mention lowering it to 50%) would be $5.6 billion in 1995. We cannot continue to expect our States and localities to pick up the cost of this expense.

My point is that we are requiring States to choose between valuable and necessary programs because we have made that the only choice. Of every dollar spent at the State and local levels the Federal Government contributes only six cents! You can't even buy a pencil for six cents today! When States and localities are trying to serve the 3 million eligible students not yet receiving chapter 1 services, how can we expect them to change the way they do business unless we provide adequate resources?

I have only focused on our inability to fully fund ESEA. I have not even mentioned what it will take to rid our schools of drugs and violence, to fix our leaky roofs or provide early intervention services.

I do believe that changes to ESEA are important. Unfortunately, I cannot support them all until the resources necessary to accomplish the task are provided. I will continue to urge my colleagues to raise the priority of education funding and will also work to provide a sound reauthorization. To both of those ends, I look forward to working with the Secretary.

The CHAIRMAN. Thank you, Senator Jeffords.

Senator Pell has been, as you well know, Mr. Secretary, the chairman of our Subcommittee on Education over a long period of time, and I will now ask if he would make some comments.

OPENING STATEMENT OF SENATOR PELL

Senator PELL. Thank you very much, Mr. Chairman.

Where the Goals 2000 legislation sets the stage for Federal education reform assistance, the play will be acted out in the ESEA reauthorization. In that regard, we owe much to the administration for taking the bull by the horns, for facing up to the need for change, and for offering some pretty dramatic proposals. While we may not agree with every one, without question the bill is a thoughtful and compelling document.

The heart of the reauthorization is found in Title I. This program, currently called Chapter 1, is our most important Federal elementary and secondary education program. We all know that, alas, it is underfunded; we know it reaches little more than one-half of all eligible children; we know it needs to be improved if America is to have that world-class education upon which to build a world-class work force.

I applaud, too, the efforts of the administration to target our limited resources to those areas most in need. Chapter 1 moneys go to more than 90 percent of the school districts in our Nation. As difficult as it may be to achieve, the need to change that situation is overwhelming.

To my mind, we should focus our efforts on the areas of greatest need and provide funding that is sufficient to produce effective results.

If the heart of the administration's proposals are in Title I, the head is in Title II and the recognition of the need for early and ongoing professional development.

The teacher, however, should not be the only focus of professional development. We must also assist principals and other school administrators.

Change will not be easy in Title II. Yet few would argue that professional development should not be one of our top priorities. I strongly support and wish to strengthen and expand the professional development proposals put forth by the administration.

I would ask, Mr. Chairman, that the balance of my statement be inserted in the record.

The CHAIRMAN. It will be so included. Thank you, Senator Pell.

[The prepared statement of Senator Pell follows:]

PREPARED STATEMENT OF SENATOR PELL

Mr. Chairman, I join in welcoming Secretary Riley.

Where the Goals 2000 legislation sets the stage for Federal education reform assistance, the play will be acted out in the ESEA reauthorization. In that regard, we owe much to the Administration for taking the bull by the horns, for facing up to the need for change, and for offering some pretty dramatic proposals. While we may not agree with every proposal, it is without question that your bill is a thoughtful and compelling document that merits our serious and careful consideration.

The heart of the reauthorization is found in Title I. This program, currently called Chapter 1, is our most important Federal elementary and secondary education program. We know it is seriously underfunded; we know it reaches little more than one-half of all eligible children; we know it needs to be improved if America is to have the world-class education upon which to build a world-class work force.

I applaud the Administration's willingness to make some very hard and difficult choices with respect to Title I. I am especially supportive of the fact that it puts the Federal education dollar squarely behind education reform. The Administration's bill supports reform where it is taking place, pushes reform where it is just beginning, and anticipates and expects reform where it should be occurring. Education reform will not always be easy to achieve, both the carrot and the stick may be necessary to accomplish it. The goal, however, is a worthy and essential one, for nothing less than an education of excellence is at stake.

I also applaud the efforts of the Administration to target our limited resources to those areas most in need. Today, Chapter 1 moneys go to more than 90% of the school districts in our Nation. As difficult as it may be to achieve, the need to change that situation is overwhelming. To my mind, we should focus our efforts on the areas of greatest need and provide funding that is sufficient to produce effective results.

If the heart of the Administration's proposals are in Title I, the head is in Title II and the recognition of the need for early and ongoing professional development. I have said many times that the teacher is the linchpin to a quality education. I adhere to that belief even more strongly today. Little can be accomplished without a good teacher. We must invest, therefore, not only in their initial training but also in the constant upgrading of their skills.

The teacher, however, should not be the only focus of professional development. We must also assist principals and other school administrators as well. And, we absolutely must turn more of our attention to the involvement of the parents. Our goal there is a simple one, to help the parent so that they, in turn, can help their children learn.

Change will not be easy in Title II. Yet, few would argue that professional development should not be one of our top priorities. I strongly support and want to strengthen and expand the professional development proposals put forth by the Administration.

Mr. Chairman, heart and head go together. In my view, it is without question that a new focus upon education reform and improvement in Title I combined with a new emphasis on professional development in Title II is the right proposal at the right time.

Mr. Secretary, I look forward to your testimony, and to supporting the superb work you are doing.

The CHAIRMAN. Senator Dodd?

OPENING STATEMENT OF SENATOR DODD

Senator DODD. Thank you very much, Mr. Chairman. I will ask unanimous consent that a prepared statement be included in the record.

The CHAIRMAN. It will be so included.

Senator DODD. I do not want to miss this opportunity to say that, with roughly 1 year into this administration, it has been a remarkable year for education. This has been due in no small measure due to the individual sitting across the table from us, Mr. Chairman, and obviously your efforts and the efforts of Senator Pell, Senator Jeffords, Senator Kassebaum, and a variety of others. When you consider what we have been able to get done in the midst of a lot of other important debates—the budget debate, the NAFTA debate, the health care discussion—it is impressive. To have passed Goals 2000, Safe Schools, School-to-Work, a new direct loan program and OERI all in the last year, and here we are about to move on the Elementary and Secondary Education Act, the critical underpinning reauthorization bill, is really rather phenomenal. I am deeply pleased to have been involved in some of it, mostly in a supportive role, but nonetheless I think it is terrific what you have been able to accomplish.

This legislation is a critical piece, as you have mentioned. We are going to hold a hearing on Friday, Mr. Chairman, in the Budget Committee—in fact, Madeleine Kunin is going to be testifying before us—to examine the funding of public education, because I agree with my colleague from Vermont that we have got to think differently about education, particularly when States, like my State, depend on local property taxes for nearly two-thirds of their education funding. It is a regressive tax system that produces great disparities in our schools.

So I think what we are doing is very exciting, and I am looking forward tremendously to working with the administration as we work to strengthen our public school system in this country and provide the best tools available to the next generation of Americans who are going to face some incredible challenges in the 21st century. And the legislation we take up today is the central element. If we fail at this, then everything else that happens to these young people in our society will be basically left up to good fortune or bad fortune. But, if we put a solid foundation into our basic educational system, then we increase by 1,000-fold the likelihood of success. So I look forward to working with you, Mr. Chairman, and the administration, and particularly with the Secretary and his staff.

I am anxious to hear your testimony.

[The prepared statement of Senator Dodd follows:]

PREPARED STATEMENT OF SENATOR DODD

Mr. Secretary, it is a pleasure to welcome you once again to our committee.

There are few issues more important to the future of this country than education. For months, crime and welfare reform have dominated the national agenda. In poll after poll, Americans list these problems as among their highest concerns. But I would argue that we will make little progress in solving these and many other social problems unless we improve and reform our schools.

Without good schools for all Americans, crime will always be with us. Without good schools for all Americans, the need for welfare will always be with us. Without good schools for all Americans, we will have a hard time competing in a global economy moving toward freer and freer trade.

We have accomplished much for education this session of Congress, including a new direct lending program, Goals 2000, Safe Schools and School-to-Work. As you well know, passage of Goals 2000 in particular was an important first step on the road to better schools. When this landmark legislation becomes law, the Federal Government will finally join people in communities all across America who have been working to improve their own schools for years.

As important as these initiatives have been, however, they constitute a prelude to what we begin today: the reauthorization of the Elementary and Secondary Education Act (ESEA). This legislation is critical because it seeks to shore up education for the most needy among us—children in poverty. We must make sure that our efforts to improve schools nationwide do not leave these kids further behind.

For too many poor children, the promise of access to a quality education has become little more than a cruel hoax. For millions of American children, there are no books, no regular teachers and no safe classrooms. Education is supposed to open doors for these kids, but for far too many of them those doors remain barred.

I visit schools in Connecticut as often as I can, and I have been to nearly every public high school in the State. Many of these campuses are state-of-the-art. They are decorated with art and complemented by athletic centers. Their libraries boast plenty of books and computers, and their classrooms are clean and well equipped. For these children, there is a future full of promise.

But I regret to report that these schools are not the norm. Many of the campuses I have visited in Connecticut fall far short of this level of excellence. These are schools whose classrooms have bullet-proof glass; these are "magnet" schools where boys and girls share the same rest room because of plumbing problems; these are schools with books so old and out-of-date they are useless.

We must continue to look for ways to assist States and local districts in ending these grave inequities in their schools. And we must renew the promise of the Elementary and Secondary Education Act for the children now being short-changed. I hope we will keep them in the forefront of our thoughts during today's discussion.

I am not however endorsing the status quo in public education. We must change the system to make it better. There are a number of possibilities to consider, including school-wide programs that lift up all children, increased focus on professional development, coordination with school reform efforts, enhanced parental involvement and the coordination of services to children.

I hope that during this reauthorization process we will be creative in looking for models for change. For instance, I think there is much we can learn from head start and other pre-school programs that would help ease the transition of all students from preschool into the primary grades.

We must also not be afraid to confront new barriers to quality education. Specifically, we must critically examine the role of violence in our schools and communities. Kids cannot learn if they are afraid, and teachers cannot teach if they fear guns or knives in their classrooms. I hope that in the next few week we will see final passage of the Safe Schools Act and that we will then begin to build on that effort.

I look forward to beginning this dialogue with you today and continuing it over the next several months. We have much work to do, but I am confident that working together we can get the job done and secure a brighter future for the children of America.

The CHAIRMAN. Mr. Secretary, I am sure you have been following the hearings that Senator Dodd, Senator Jeffords and Senator Pell have been holding in regard to allocations of resources and looking to the future and how we are going to find adequate financial streams.

I think all of us are impressed that the administration has asked for the $700 million in Chapter 1 and $150 million in Chapter 2. You have requested similar funding for the Head Start programs, extending down, from toddlers to the very first year of life. So as we see it in this committee and as reflected in the budget, money is not everything, but it is a pretty clear indication of the priorities of the administration in education and early education, and that is enormously important.

I think many of us, while we are talking about funding, see the efforts that the administration has made in the School-to-Work program and also in higher education—whether it is the National Service Program or the direct loan program or the tuition repayment programs—to make higher education available for middle-income and working families, and yet we are overwhelmed by the increases that are taking place in higher education, including in my own State of Massachusetts, which are effectively taking the dream of higher education out of the reach of so many families. We have tried, with scarce resources, to get funding through the direct loan programs and tuition paybacks and other kinds of assistance, but this committee, and I know all Americans, is interested in support for education and what we can do to be supportive of what is a very clear indication of the priorities of this President for early investment in children. And as has been pointed out today, Chapter 1 is a key element, so we look forward to hearing from you, and we hope we can work with you on these other areas as well.

We look forward to your testimony.

STATEMENT OF HON. RICHARD W. RILEY, SECRETARY, U.S. DEPARTMENT OF EDUCATION, WASHINGTON, DC, ACCOMPANIED BY TOM PAYZANT, ASSISTANT SECRETARY FOR ELEMENTARY AND SECONDARY EDUCATION

Secretary RILEY. Thank you, Mr. Chairman, Senator Jeffords, Senators Pell and Dodd.

It is certainly a pleasure for me to be here and to hear all of your comments dealing with resources in the future, with professional development, and with the other issues in higher education and so forth that give me a lot of good feelings in the beginning of this session. This is a very important matter, of course, and I am here to present our proposal to really redesign and improve the Elementary and Secondary Education Act of 1965, which I will refer to here as ESEA, the Federal Government's major commitment, largest commitment, of course, to the education of this Nation's children.

Before I go into the substance of my remarks, let me mention that Dr. Tom Payzant is with me. Tom is my Assistant Secretary for Elementary and Secondary Education and was a school superintendent in San Diego for over 10 years and has a national reputation for being an outstanding school leader. He is very knowledgeable about the intricate details of this sizeable legislation, and I might call on him from time to time for special questions.

The CHAIRMAN. We want to extend a warm welcome back, Mr. Payzant. We had a good opportunity to visit with you earlier in the year, talking about education issues. We have a very high regard for both his reputation and his knowledge about these issues. I think all of us who care about these questions are grateful that you have a good counselor.

Secretary RILEY. Thank you, Senator.

Before I get any further, I also would hasten to mention, Mr. Chairman, and other members of the committee here, your efforts in behalf of Goals 2000 and the other critical matters that you have already referred to.

Goals 2000 really is, as I consider it, kind of our educational "North Star." It frames the proposed reforms of ESEA which we present to you today. I think Senator Pell said that very well in a rather dramatic way, that it is the stage, and the ESEA is the play that we are acting out.

Our reforms respond to the new face of education—the increasing poverty, the increasing lack of resources for children most in need, the increasing number of young people who are not proficient in English, the growing gap between our goals and what our children are actually receiving. That is why ESEA is a winner in the President's budget.

The President's 1995 budget provides, as was referred to, $10.5 billion, an increase of $1 billion over 1994. Title I, the flagship program of ESEA, will receive $7 billion in fiscal 1995, an increase of $664 million, or a 10.5 percent increase over last year.

We have committed this money in the 1995 budget to ESEA because it is important, we think, to put children first. But we must also go in a new direction with ESEA as well. Every evaluation of ESEA tells us that its resources are spread too thin; they do not reach some of the children who are most in need, and its separate and fragmented programming has led to the lowering of the expectations of participating children.

All this is to say one thing. We have gone about as far as we can go in operating Title I as a separate, distinct supplemental program to raise the basic skills of at-risk students. Title I, and for that matter, every ESEA program, to be effective, must integrate with and become a driving force of the ongoing national school reform effort.

Our proposal fundamentally reorients ESEA. It shifts the emphasis from serving narrow categories of problems to improving every facet of a child's life during the school day. The best Title I program in the world will make little difference in the ability of a child to learn if that child spends the rest of the day doing class work that is less than adequate.

This shift in emphasis underscores and is a natural follow-up to our Goals 2000 legislation. Five principles are at the center of our reform, and let me discuss those briefly.

Our first principle is based on fairness as much as it is on need. High standards set by States must replace minimum standards for all children, regardless of economic or social background. Under our proposal, textbooks, teaching practices and tests would all be geared to a set of challenging State content and performance standards.

We believe, for example, that using new State assessments for accountability in Title I will go a long way toward breaking down the reliance on low-level multiple choice testing that has driven a narrow, minimal skills curriculum.

Now, some people tell me that standards are not for everybody, and we have discussed those issues here before. I tell them the surest way in my judgment to create an angry 19-year-old illiterate dropout who is violent and spiritually numb is to give that young person a watered-down curriculum early on, a curriculum that tells him or her in no uncertain terms that he or she is not good enough to learn anything else.

That is a powerful and destructive message, and we need to put an end to it. At-risk or poor children are not dumb. They realize, all too clearly, that they are being sorted out, left out, and put on the economic margin for the rest of their lives, not simply because they are poor, but because they believe themselves and others around them that the minimum is all that they can achieve.

Our second principle recognizes that we cannot raise standards for students without also helping teachers acquire the knowledge and skills they will need to teach to those same high standards. Senator Pell made a fine statement in that regard, and I know he has been a strong supporter of professional development. Teachers call it "professional development." I call it "common sense." We cannot expect teachers to teach a very diverse student body to world-class levels if they stop learning the day they get their certificates. As we all know, things are changing rapidly, day-by-day.

Just think of what has to be done to bring teachers up-to-speed given the revolution that is now taking place in education because of technology—the development of new interactive software and the coming of the information superhighway.

Our proposal would establish an expanded and strengthened Eisenhower Professional Development Program to support and encourage at all levels efforts to upgrade the knowledge and skills of teachers in all of the core academic courses to challenging levels.

As the third principle, we need to rethink how we allocate our funding. This is where we get serious to a lot of people. We know that if title I funding continues to be spread too thinly, high-poverty schools will not be able to close the achievement gap. The current Title I formula distributes funds to virtually all counties in the Nation, as Senator Kennedy pointed out—93 percent of all school districts, two-thirds of the Nation's schools—yet leaves many of the country's poorest children in the poorest schools unserved.

Thirteen percent of high-poverty schools, for example, do not receive any Title I funding, and one-third of the low-achieving children in high-poverty schools do not receive Title I services. At the same time, almost half the schools with small percentages of poor children—the least needy schools in America—receive Title I funds.

There is an imbalance here that needs some correction. when you have a flood that threatens a levee, you give most of your attention over to sandbagging the weakest part of the levee. You do not spread your sandbags around. You concentrate where the need is. And that has to be true in education as well. We have flood problems, and they are in our high-poverty schools.

When people ask me why I am so passionate about education—why I want to shift more of these funds to our high-poverty schools—I always tell them that 82 percent of the people in our prisons today are high school dropouts. If you want to end violence, fix the schools, and get parents and people involved in young people's education. That is the long-term answer in so many cases to violence.

We have children now giving up, and I mean giving up not just on themselves, but on America itself. And they are giving up in the 4th and the 5th and the 6th grades.

Changing this formula changes the status quo, and there are some school districts that gain, and there are some that lose. I know that in proposing a new Title I formula to concentrate our resources, I am asking you to make some hard decisions. We are therefore proposing a revision of our Title I funding formula. Under the new formula, 50 percent of all Title I funding would be funneled to those counties with the most concentrated and highest levels of poverty. In addition, half of the funds distributed to counties under the Safe and Drug-Free Schools Act would be distributed according to a State's shares of Title I funds, one-half to enrollment.

Our fourth new direction seeks to give front-line teachers and principals greater flexibility in implementing Federal programs in return for increased accountability for improved learning and skills. I believe we must make good on our promise to reinvent Government and to forge a new partnership with State and local officials.

We want Title I funding to be the super-glue that allows Title I to link up with other programs to help children when it makes obvious sense. By lowering the minimum poverty level at which a school can use Title I funds to benefit all children in a school, we will encourage many more teachers and parents to involve themselves in the process of improving the school.

Lowering the current threshold of 50 percent would allow about 12,000 more of our poorest schools to combine Federal program funds and find new, creative ways to serve all children in school, such as extending the school day or strengthening all core academic subjects. At the same time, by holding schools accountable for results and rewarding those that improve, we hope to end the existing system of perverse incentives that cause schools that do better to actually lose Title I funds.

We also seek to inject flexibility in other ways as well by allowing the consolidation of administrative funds at the State and district levels; by encouraging consolidated applications and plans; by increasing the ease of obtaining waivers; and by my commitment to reduce Federal micromanagement after this Act is passed.

Innovation has to take place at other levels as well. Here, I am talking about the use of technology, where we are clearly lagging, and tapping the potential of charter schools, giving public schools opportunities to create new ways to teach children.

Our fifth new direction is to link our schools, parents and communities more closely, to end the disconnection that I speak of so frequently. If I am troubled by anything in our society, it may be this—that we seem as a nation to be drifting toward a new concept of childhood which says that a child can be brought into this world and allowed to fend for himself or herself.

The single most direct way we can improve our schools is to slow down the pace of our own lives to help our children grow; to involve parents much more in this process of student learning. If a parent will spend some time each evening working with his or her child, we could literally transform this Nation, in my judgment. And this is not pie-in-the-sky thinking or even the acquired wisdom of a grandfather like myself.

The results of the 1993 National Reading Report, in which we tested 140,000 young people, tell us rather convincingly that children who report having just a weekly discussion with a parent or a family member about their school work read at higher levels.

In another 1993 survey, this one on violence in schools, half the students with below-average grades reported that their parents had spent little or no time with them on school work. If parents will not slow down their lives long enough to read to their children and with their children and help them with their school work, be informed about what is happening in their own classrooms and be involved with the teachers in their schools, it is any wonder that these children become disconnected to learning and to school?

Our proposal seeks to give parents a stronger role in the education of their children through parent-school compacts and better coordination with health and other social services.

All this effort to involve parents and improve learning will be to no avail if students are afraid to go to school because they fear violence or running a gauntlet of drug dealers. That is why we ask for your strong support for our proposed changes in the Safe and Drug-Free Communities Act.

We must recognize that the old ways of reprimanding children do not work. A 14-year-old boy who is determined to prove his manhood by carrying a gun to school and maybe even using it is not threatened by the idea of detention or suspension.

Schools must become safe and stay safe if parents and grandparents and neighbors and businesses invest their time and energy in reclaiming their communities. Inner-city neighborhoods that have fought back against violence have succeeded in large part by adopting a community-wide approach to the solution.

We also need to go beyond the traditional responses of more police and metal detectors, which are surely needed, and include peer mediation and conflict resolution in school curriculum. Children who see violence as the first and only response to conflict need to be taught that there are other alternatives.

Creating smaller schools, or schools within schools, for example, may also be part of the answer. Smaller schools may give teachers and principals more flexibility in creating an atmosphere that diminishes children's sense of fear.

I would like to clearly restate our support for the President's original proposal to set aside resources in our drug-free schools program, to continue to support the Governors' programs for children and youth not normally served by the schools. I also want to reiterate that our reauthorization proposal does not include Opportunity-to-Learn standards.

Mr. Chairman, these five new directions which I have just outlined define the work that we have done in rethinking ESEA—high standards; upgrading the skills of teachers; providing high-poverty schools with more help; greater flexibility, such as the whole-school approach to replace the pull-out approach; and more parent involvement. These five new directions are rooted in the important lessons that we have learned in the 10 years about what can be done to give every child a chance at excellence and high achievement.

I urge committee members to consider this important piece of legislation in its totality, our effort to put all the pieces together. For that is, in my opinion, the only way that school reform can really happen. It must be comprehensive, it must be from A to Z.

I urge the Congress to be bold in rethinking how we can reform and improve ESEA. If we do not give up some of our old assumptions, I fear we run the risk of putting these children even further behind, not because of poverty, but because we were unwilling to raise our own standards and reinvent and important program like ESEA.

I look forward to working closely with the committee and your fine staff and all of your individual staffs, and I appreciate the statements made in the beginning. I would attribute a great deal of those things that we have done together here this year to the close working relationship between my staff, the staff of the committee and your personal committees. So I want to want to thank you, Mr. Chairman and members of the committee, for that.

I would be happy to respond to questions.

[The prepared statement of Secretary Riley in the appendix.]

The CHAIRMAN. Thank you very much, Mr. Secretary. We will try to have 8-minute rounds, at least for the opening round.

We have been joined by Senator Kassebaum, and also, we want to welcome back Paul Simon to the committee. With the good priorities and dispositions that he has had, we have had an interesting several days. Paul, it is good to have you home.

Senator SIMON. Thank you, Mr. Chairman. If I could have picked up these four votes right here. [Laughter.]

The CHAIRMAN. We welcome Senator Bingaman as well.

Mr. Secretary, as I understand it and just to clarify it for me, we are moving in Chapter 2 from a block grant program and are also folding in the Eisenhower program which will be basically targeted at teacher training enhancement, and the administration is adding $150 million. Is that basically the recommendation that you have?

Secretary RILEY. That is basically it, yes, sir.

The CHAIRMAN. And on Chapter 1, you have outlined the area where there has been considerable debate. First, you are altering and changing the formula, and as you well know, and as everybody up here knows, that is a mine field of enormous proportions. When we restructured the mental health programs and it took us 5 years, effectively, to bring change into those programs and to bring about some of the reforms that were clearly obvious in terms of the need and in terms of support of those who were most thoughtful about research into mental health.

So obviously, whenever we face a change in formula, it is always a very difficult challenge as to whether we can deal with it institutionally. But I certainly think the idea of targeting the resources where there is the greatest need, and the expansion of the program, is something which is enormously important and very worthy of support.

Given the position that the administration has taken in terms of greater flexibility, can you talk with us a bit about how you expect to get accountability in terms of the objectives which you have outlined here? We have seen institutionally that as we have relaxed requirements of reporting—for instance, in Chapter 1, we found school districts investing in football shoulder pads and building swimming pools—and other times, when we have put regulations on, we have seen the most ridiculous types of situations where children would be eligible for part of the year but not eligible for other parts of the year, with a maze of rules and regulations which have depleted in a very significant way the support for needy children.

I would be interested in your thoughts in this area and how you think we can give the needed focus to needy students, get accountability, and ensure that resources will be utilized in the most appropriate way.

Secretary RILEY. Mr. Chairman, of course, that is a real definition of what so much of the change is about here, and that is to change generally from expending so many of our valuable resources and time and effort on bookkeeping, on compliance, on regulation after regulation after regulation, after child after child after child.

The whole concept is that under Goals 2000, where you have State standards, high State standards that apply to all children, no longer Chapter 1 children, Title I children, or whatever—the same high standards. That is a great simplification of all of that, and it is the right way to go, we are absolutely convinced. And of course, you all had that debate on Goals 2000.

Then you have the State assessment to those high standards, and you have all the other systemic reform measures driven by those high State standards. You then eliminate this gigantic duplication and often simplification and often "dummying down" of the so-called Chapter 1 tests or whatever. That is $8 to $10 million Chapter 1 tests a year in this country. You have to give the tests to a lot more kids than even qualify to determine a lot of those things like who is achieving what, and that is grades 2 to 12. The State will then be handling basically the assessment, and of course, that is the accountability, and it is the best way in the world to be accountable in the State system. But it is a kind of coherence; it all fits together. And we do not have one set of Federal compliance rules over there, and the State over here; it is all really fitting together in a systemic way. I think that is the broad answer to that. The waiver provisions or whatever, when you have rules and regulations that get in the way of a local school's ability to better use funds, then of course, there are mechanisms in here for being able to deal with that specific situation.

The whole concept is to shift away from using our resources in terms of regulation and compliance, and more into teaching and learning.

The CHAIRMAN. Let me ask you about these current programs which you have identified as the "pull-out programs." What is your own thinking, and what does the Department feel have been the advantages and disadvantages of giving greater focus in terms of the children themselves and tracking those children through the course of the day in terms of their educational experience versus the broader kind of experience, and trying to move them up in terms of the challenges, academically?

Secretary RILEY. I think generally, certainly, observation, research and so forth, show that if your focus is on school improvement, and you start this collegial kind of feeling in a school, that education is important, learning is important, and you see the teachers and the students and the principal and all parents working in kind of a common direction, that is what makes a difference. There is an enormous amount of bookkeeping required in disrupting a class and pulling a kid out for an hour, 2 hours, or whatever it is, and then putting him back into the class, with disruption for both. It is amazing to us how, with the same amount of funds, we think, and the ingenuity and the creative use of funds, that so much more will be done for that student by enhancing the school's program.

After-school flexibility is a new concept. A school in a high-poverty area could develop programs after school, in the afternoons, when parents are working. So we think this whole school, whole concept of learning altogether is one that will make a great difference. Now, as you know, it is not a required thing, but it does bring over a couple years down to where if you are over 50 percent

Chapter 1 or Title I kids, then you can qualify for a whole school approach. We think if more than 50 percent of the kids are poor kids and qualify for Title I, then the school should have that option, and we think most of them will, and we certainly hope they will.

The CHAIRMAN. Senator Kassebaum?

Senator KASSEBAUM. Thank you, Mr. Chairman.

Mr. Secretary, I regret not being here right at the beginning of your comments, but I would like to express my appreciation of your recent speech on the State of American education. I think I heard you reiterate some of it here in your opening comments and also when you have spoken about education before. You eloquently speak to what I think all of us would agree is the heart of the matter, and that is high expectations; not lowering standards, but raising all students up to meet those expectations; a respect for learning, and a continual commitment of parents, responsible adults and the community to education and to students.

You also commented in your opening statement on something else that I think is terribly important, and that is a sense of connection among students and parents and school officials in the community as being a source of support for children. That is one of the reasons why I have very strongly supported the neighborhood school. I think that public neighborhood schools, each and every one of them, have to be of the highest quality. Ensuring that is one of the ways to reach this goal of community and school connection.

So I really admire the focus that you are putting in this debate on education.

I would like to talk a bit more about Chapter 1. As you said, this is perhaps one of the thornier parts of this issue. I can certainly appreciate your comments on the importance of targeting, but I look at a State like Kansas where there is a high level of rural poverty that really does not easily fit into a formula. I realize that you are cognizant of this, but I wonder if you have given any thought to providing States with even greater flexibility in some type of waiver for using alternative methods for targeting Chapter 1. States such as Kansas do not have the high concentration in as major a way as urban poor in the schools in some other States, but they have a higher level of rural poverty that does not easily fit into the formula.

Secretary RILEY. Well, I think that certainly we would all be remiss if we did not include all kinds of schools in all kinds of areas, and certainly rural America is a very important part of it.

The State can now use 10 percent of Title I dollars for high-poverty districts in low-poverty counties. They have this option to get into that area of it. The high use as we develop further technology, I think is so important in the Star Schools and other areas that you all have been very active in here. I think that is going to, in the long run, be a tremendous benefit to rural schools, and then often schools in poor communities. As we talk about the "information highway," I think we really need to think seriously about connecting every, single classroom in America to this network of information. I do not think that would be the most complicated thing in the world, and I know Senator Bingaman has been very active in this area, as some of you have, too. If we end up having every classroom in America connected to this source of information and knowledge, it would be the same in the poor region of a big city, or in a distant area in Kansas that would be far from a city.

So I think some of those new technologies, Senator, will be of great help in that regard, but certainly we do recognize that.

Tom, is there anything about the rural issue that you would like to mention?

Mr. PAYZANT. Only that by further concentrating the dollars, the high-poverty rural counties do benefit as well. So it is not just high-poverty urban areas under our administration proposal.

The other thing, as the Secretary mentioned, is that under current law, 2 percent of the dollars may be set aside for use by States to cover high-poverty districts in low-poverty countries. Our proposal, as he said, would increase that to 10 percent.

Senator KASSEBAUM. Well, I realize that it is just that the formula does not fit—and I suppose that could be true as you look at any formula—for some of the counties in Kansas that would logically be considered very poor. I certainly think that most of us understand the focus that you are trying to bring and are sympathetic to that, but as we work on this this is a consideration that is important to me.

Mr. Secretary, you reiterated in your opening comments that the Opportunity-to-Learn standards are not part of this legislation, and I think that is important to reiterate. I would just like to hear you expand a bit on why you did not include them and why you believe it is important not to include Opportunity-to-Learn standards.

Secretary RILEY. Well, I think first of all that all of us need to look at what Opportunity-to-Learn standards are. There is certainly nothing wrong with having Opportunity-to-Learn standards. Every school district and State ought to think out what makes up a good school system and talk about teacher preparation and talk about textbooks and talk about parent involvement and all those things that are opportunities to learn.

The difference we have with it is that with education being, as I said, a State responsibility and a local function, and the Goals 2000 framework being a results-oriented framework instead of an input-oriented one, we think the better way, the reinvention of the Federal role in terms of education, is not to mandate what the States and the local school districts should do, but to be a supportive guide, leadership, help for them to use as they see fit, and hopefully as we get education becoming a national priority, see States that really desire to become part of it. But we do not think that it is the role of the Federal Government to mandate to the States what they should do in terms of input into the system; that is a State function.

Senator KASSEBAUM. Thank you. I happen to share that view, and I think that is a thoughtful analysis of the whole issue. Regarding the Chapter 2 program, on the whole, you have spoken of flexibility, and I think that is very important myself, but you propose changing Chapter 2 to a categorical program. Is that not correct and why would you propose restricting the program this way?

Secretary RILEY. Yes. We recommend to do away with the block grant program, which really was decreasing in terms of budget support, the use of it often for buying materials or whatever, and some of it being used for teacher development. We were really trying to develop a major channeling of funds in an important way in this area of support for teacher development. We think that in the changing circumstances out there that that is the most important thing, perhaps, in terms of education reform, that we can be about.

And I will tell you that teachers and principals and school board members are craving for that. It is really the thing that we think they need the most. And one problem we feel we have is having things too spread out, and the resource issue that Senator Jeffords and Senator Dodd spoke about earlier. But the funds we have are small, and if we spread them out, we end up not having any real impact. We want a program with impact in terms of professional development, and that is why we are asking to channel these funds in that direction.

Senator KASSEBAUM. Thank you very much.

Thank you, Mr. Chairman.

The CHAIRMAN. On the Opportunity-to-Learn standards, as I understand what we are encouraging in Goals 2000, are strategies to be developed by the States to achieve the objectives which we hope for in the areas of Opportunity-to-Learn. We have a foundation budget in my own State of Massachusetts which is somewhat different than what might be considered to be strict Opportunity-to-Learn standards, but it does not mean that those who develop that particular program are less concerned about the objectives. I think this is something that is important to make clear.

Secretary RILEY. Yes. That is what I wanted to make very clear, Senator. Some talk about Opportunity-to-Learn standards like there is something wrong with them. Opportunity-to-Learn standards are just that. They are opportunities to learn. And all of us have to be concerned and deal with that. When we send funds in for professional development, that is an opportunity to learn, but it is not a standard that we are requiring the school district to meet.

Any time the Federal Government supports a program, such a bilingual program or whatever, that is an opportunity to learn, but it is the Opportunity-to-Learn standards, and you all, of course, dealt with that in Goals 2000, and there has been a lot of debate in the House about it as well. The House, by the way, has changed their approach to where they are now really talking about a model Opportunity-to-Learn standard that only triggers in when a school district has absolutely failed for 2, 3, 4 years in a row; and then it would just be advisory.

So we have pretty well gotten all the forces to look at that, similar to the way the Senate looked at it, as strategies.

The CHAIRMAN. I think that is important. The other issue is Chapter 2, which is basically a slush fund for the States—although I know others would differ with that. [Laughter.]

Senator Pell?

Senator PELL. Thank you, Mr. Chairman.

Just to follow up on Senator Kassebaum's thought about standards, what we seek here is something that is not like the French system, where everybody knows what is being studied at 12:22 in the morning on a certain day, but on the other hand, what we have, with 16,000 school districts with complete independence as to what the curriculum will be, is obviously not correct either. What we are trying to achieve is a middle road.

In connection with the mathematical formulas that we talked about in Title I particularly, Orshansky came along a few years ago to try to relate poverty and the cost, and that has worked pretty well. Am I correct in saying that this is really an extension of the Orshansky formula?

Senator WELLSTONE. As in Molly Orshansky?

Secretary RILEY. Yes. I think that is safe. I think that is a fair assessment, yes, sir.

The CHAIRMAN. If you want to answer that one for the record, all of us will understand. [Laughter.]

Secretary RILEY. Based on your introductory comment about it, I think that is correct.

Senator PELL. In connection with the education of inmates—and I think you are so right in what you say that 80 percent of inmates in penitentiaries are high school dropouts—if you go through, as I do, our own penitentiary every year, you realize how much many of them would like to learn; the library is the most overused facility they have, and not just law books for obvious reasons, but otherwise. I believe you have one percent for vocational education and 10 percent for adult education, amounting to about $30 million. How will you be spending that for inmate education?

Secretary RILEY. We have a small office as part of my Department now that deals with correctional education, institutions, and it is basically a supportive program, and I would say this—probably one that all of us do not think enough about. That is sometimes a very frustrating area in which to work, but I do not know of anything any more important than that, and I think it would be well for all of us, as we move further into these things and get standards in place, to really start thinking more about inmates in prison who really oftentimes are illiterate or semi-illiterate, and that is very frequently connected to the fact that they were into drugs and into crime, as a frustration. The word I prefer to use is "disconnected." I think most of them just disconnected from society, from their families, from their schools, any institutions, churches, synagogues, or whatever.

It is awfully hard to do. The States, of course, are into that, into youth corrections facilities. In South Carolina, it is a separate school district, and we work very hard to try to emphasize those programs on the State level. But I do think this is an area that perhaps in the future we could put more attention to.

Senator PELL. One of the instances that touched me the most occurred 2 days ago when I met a group of young people who had been to community college, and one young man came up to me afterwards and said it was thanks to the education that he had received that he was not in the penitentiary, whereas his two brothers were. It was a very moving statement that he made.

Finally, in connection with the arts, I applaud you for Part E, on arts and education. We had a program in Rhode Island some time back where every high school graduate was brought to see the central museum in our State. Would that be a program that could be financed under Part E here?

Secretary RILEY. Tom, do you want to respond to that?

Mr. PAYZANT. Our arts proposal is basically an expansion of some of the things that exist under current law, and through a competitive grant, there would be the possibility if a district or a State were successful in making the case for that kind of activity that it could be funded.

Senator PELL. So they would be eligible for funding, as you interpret the legislation?

Mr. PAYZANT. Yes.

Senator PELL. And will you have the other small discretionary programs funded as well?

Secretary RILEY. Which programs are those?

The CHAIRMAN. Do you mean the civics programs and the writing programs?

Senator PELL. Yes.

Mr. PAYZANT. There are several programs that we have not recommended for continuation in our proposal, consistent with the National Performance Review recommendations. With a program such as the National Writing Project, there would be some flexibility in the national activities portion of Title II-A to consider that kind of program, tied into professional development. There is also the Secretary's Fund for the Improvement of Education, which provides some flexibility for the Secretary in determining priorities for discretionary funding.

But we have not included civics education specifically as a separately authorized program within the administration's proposal.

Senator PELL. Thank you. And finally, in connection with the bilingual education program, what will be the emphasis there, and what will be the expenditures there?

Mr. PAYZANT. There are a couple of points that I would like to make on bilingual education. First of all, the focused changes within the competitive grant portions of Title VII are consistent with our efforts to allow schools to submit projects that would cover the entire school, districts that would submit project proposals to cover the entire district, consistent with our focus on comprehensive reform. There is definitely the focus on helping all young people establish a level of literacy in English, which any student is going to have to have to meet high standards, and also to say that in so doing, a young person does not have to give up his or her first language, but it is desirable to have a goal to be fluent and literate in more than one language.

The third point is that under Title I, which is the big dollar program, there will be much more flexibility for including students who are limited-English-proficient in the services provided by Title I. And in fact, there will probably be many more children who do not have English as a first language served by Title I than by the Title VII projects.

Senator PELL. Thank you very much, and all encouragement to you on continuing the arts and education programs.

Secretary RILEY. Thank you, Senator.

The CHAIRMAN. Senator Jeffords?

Senator JEFFORDS. Thank you, Mr. Chairman.

First, I would echo the comments of Senator Kassebaum and Senator Pell. But I would like to concentrate on a broader question that is a little bit more philosophical, keeping in mind that we in

Congress are the ones who have to raise the money and have the responsibility for appropriating it.

As we move forward, goals which we have established in the Goals 2000 legislation I assume are the goals to which we are supposed to be directing ourselves. And in examining those goals and examining the recent efforts of both the Federal and State governments, which have been providing diminishing resources, how should schools begin planning for the future? Should they make future plans expecting ever diminishing resources, or should they plan for the optimum, that is, assuming resources are going to be available so that they can meet the goals?

I think this is very critical as we go forward to make our commitment to funding very clear. If schools are getting planning money and have to anticipate States and the Federal Government reducing the resources available, how should they plan? Or should they say, "In order to meet the goals, this is what we need, and we will plan accordingly."

Secretary **Riley**. Senator, I think that thinking about that is extremely important, and I was certainly pleased at your "sense of the Senate" resolution that really brought out I thought, some excellent education vision in terms of the future and where this country is going in terms of our resources—I mean, are we going to spend it all on the deficit, or are we going to spend it on whatever. I think that the kind of thrust that you all are thinking about would be wonderful for this country's future.

It is awfully hard for us, though. Since around 94 percent, as you know, are State and local funds, we have to be careful to signal to State and local decisionmakers that there is going to be a big shift in the responsibility, and that is not going to happen. What we are talking about, really, is the same responsibility, but more attention, more of a priority for education.

If we are to reach the goals, or move a long distance toward reaching them, we are going to have to have education as a top priority in terms of resource allocation. I think the President has certainly backed up that concept, as tight as the 1995 budget recommendation from him, to see that education does have a significant increase, a 7 percent increase, and 10.5 percent on Title I, and so forth.

The next year, the planned budget is to go up more than that. So we are really looking at Goals 2000, for example, going to $1 billion and other general increases.

The President's concept is to shift funds in this country to human investment, and education has to be at the top of that list.

So I would hope that we would think in terms of moving more in prioritizing funds for education, training, and related areas. When you look at Head Start and immunization, you really have to think through the whole situation and the connection between Head Start and a student at Harvard or Stanford or wherever; and the connection with inmates in prison and what was done when they were in the 3rd grade and so forth.

So I think if we really plan for the future the way we should—and I know I am speaking exactly in the direction that you are thinking because I have heard you speak to it—that is to really, seriously move education to a top priority in this country.

Senator **Jeffords**. I would just like to mention that at the end of World War II, this country had an educational crisis with a quarter of a generation who missed the opportunities for skill training and higher education. We saw the crisis and raised the percentage that we were spending on education at that time from less than 2 percent to 10 percent, and appropriated in 1 year what would be the present-day equivalent of $40 billion in order to address the problem.

I would just like to point that out, that when we had that educational crisis, we dedicated the necessary resources to a top priority. So it is something we have done before, and I hope we shall do it again.

I would also just point out that if you look at what this committee has suggested ought to be available in resources for present education programs, you will see quite a disparity as to what is actually appropriated. In order to be fully funded, K through 12 programs need about $30 billion more per year, and higher education programs need about $14 billion more. So there is a huge amount of unavailable resources out there.

As I say, it is our responsibility here in Congress to direct more resources to education, and I appreciate very much your statements on the importance of this as a priority. I hope we can focus on it, because if you take a look at the goals that we have—and this is not relative to K through 12—but by the year 2000, we are going to make 75 million semi-literate or illiterate people literate in this country, that is the goal, but the thought of being able to achieve that with present resources just boggles the mind.

But if you get down to the more realistic issues, when we get into some of the requirements set forth by the Goals Panel, saying that we should extend the school year 20 to 40 days, that is $36 billion a year, or $72 billion a year extra.

So planning for the year 2000 is going to be very difficult if we do not give some indication that there are going to be some resources to meet the needs that exist.

I would like to get back to what Senator Kassebaum was talking about, and that is the rural areas. Basically, the GAO report suggests that the formula that you have proposed favors urban districts over rural districts in all instances regardless of their level of poverty. How do you propose to continue serving needy poor children who live in rural areas while decreasing the amount of money going to those areas?

Secretary **Riley**. Tom?

Mr. **Payzant**. As I pointed out in my response to Senator Kassebaum's question, the administration's formula funding proposal, which would put 50 percent of the dollars in basic grants and 50 percent in concentration grants, would generally help high-poverty rural school districts just as it helps high-poverty urban school districts.

For those situations where you might have a fairly low-poverty county but a high-poverty school district within it, our proposal gives the State the flexibility to set aside 10 percent of the Title I dollars to use in allocating to those high-poverty districts in an otherwise lower-poverty county.

Senator **JEFFORDS**. You are talking, though, in percentage and not dollars. I guess that is our concern, whether or not that 10 percent is going to be sufficient if the majority of the problem is in those areas. I think that is our concern, and I do not think your percentage necessarily gives us that answer.

Thank you, Mr. Chairman.

The **CHAIRMAN**. Senator Harkin is necessarily absent and is chairing another hearing on disabilities, and we will include his statement in the record, as well as statements of Senators Simon, Hatch, Thurmond, and Durenberger.

[The prepared statements of Senators Simon, Harkin, Thurmond, Hatch, and Durenberger follow:]

PREPARED STATEMENT OF SENATOR SIMON

Every few years, we review the Federal contribution to elementary and secondary education. Today marks the beginning of that process in the Senate. The task before us is challenging. We must do more than tinker around the edges. We must be bold and determined if we are to ensure a quality education for every child in America.

It is a pleasure to have Secretary Riley here today. He has shown remarkable leadership and vision both as a Governor and as Secretary. He and his staff have submitted an innovative and thoughtful proposal on the reauthorization of the Elementary and Secondary Education Act (ESEA). I hope we can help them realize the goals they have set out.

This has been a rewarding year for those involved in education. Last month, the Senate passed President Clinton's Goals 2000 initiative. This bill provides a national framework for education reform by setting high standards for student achievement and offering schools assistance to attain these goals. Along with the Goals 2000 bill, the Senate also passed two other important pieces of education legislation. One is the Safe Schools Act which is designed to help schools address problems of crime and violence. The second reauthorizes and restructures the Office of Educational Research and Improvement in order to promote useful, high quality research.

Another major piece of legislation we passed was the School-to-Work Opportunities Act, which I was pleased to sponsor. This bill will help thousands of students receive the training and education they need to compete in today's work force by setting guidelines and offering start-up "venture capital" for statewide school-to-work transition systems. The programs will be open to all students but will be particularly useful to the so-called "forgotten half" of high school students who do not go on to college. This is "hire education" that offers hands-on learning to help students envision and plan for the jobs of tomorrow.

None of these measures alone will solve all our education problems, but each is an important piece of the puzzle. It is up to us to continue to fill in the missing pieces. The reauthorization of ESEA is one of the key pieces.

In 1983, more than a decade ago, "A Nation at Risk" was published. It is important to note that this report was not issued by a group of radical education reformers, but by President Reagan. The report decried the quality of education being provided to our children. It warned that unless a serious and concerted effort were made to improve our education system, a whole generation of young people would be endangered.

The report raised awareness about many problems. Yet our children are at no less risk now than they were 11 years ago. Too much time has passed for so little to have been done. This Administration is to be commended for responding to the concerns raised in "A Nation at Risk", and many subsequent reports, by mounting a serious effort to improve elementary and secondary education.

The Administration has wisely proposed targeting Title I money in order to renew its focus on poor children. This is consistent with the original purpose of Title I, which is to boost the achievement of disadvantaged students. These students require special attention given the many obstacles they face in reaching their potential.

Currently, Title I money is spread too thinly. Ninety percent of school districts receive Title I money. Yet 13% of high poverty schools get no money. We need to have the courage to fund the program consistent with its intended purpose. Furthermore, we need to ensure that we use allocation methods that correctly identify all high poverty schools, including those whose poverty may be obscured because they are located in higher income regions.

Targeting Title I money is important, but it does not get at the root of the problem. We must address the glaring disparities in school funding. Last year, several of my colleagues and I held a series of hearings to look at school finance, and to explore the role of the Federal government in encouraging states to equalize school funding. I held a hearing in East St. Louis, which has become a symbol of this problem, in part due to the vivid descriptions in Jonathan Kozol's book, Savage Inequalities.

Through these hearings, Mr. Kozol's book, and my own visits to schools, I have learned a lot about the deplorable conditions we provide for many of our poorest students. It is discouraging to visit a school where students have workbooks in which students from previous years already have penciled in answers. It is discouraging to visit a school with 730 students and only one half-time counselor. During our hearings, Senator Dodd talked about his sister who is an elementary school teacher in Hartford having to buy pencils, paper, and even toilet paper for her students with her own money. Teachers all across the country have similar stories.

Pencils, paper, and toilet paper, as well as textbooks, competent teachers and a safe and healthful learning environment are basic and essential components of an education system. It is grossly unfair to ask our students to meet world-class standards and then deny them these rudimentary resources.

The heart of the problem is the way we fund education, which is primarily through property taxes. In Illinois, the per-student value of property ranges from $5,445 to $880,974. Our statewide annual average for per pupil expenditures in 1990 was $4,200, with a high of $12,900 and a low of $2,100. Those that spend less do so because they have less. There are districts that could tax themselves to the point of bankruptcy and still not be able to adequately fund their schools.

Over time, this situation has only gotten worse. Education in Illinois has come to depend more, not less, on local property taxes. In

Illinois, the State share of education funding has declined from 48% in 1976 to 33% at present. Moreover, each of the contributing parties—Federal, State, and local—now devote a smaller part of their budgets to education than they did previously. In 1966, State and Local governments spent 40 percent of their budgets on education. In fiscal year 1991, that figure had decreased to 29 percent. In 1949, the Federal government spent nine percent of its budget on education; today it spends just two or three percent.

We are the only industrial country to fund education based on wealth. It is interesting that Sweden, which does not have the extremes of poverty that we have, has a policy of spending two to three times more per student on education in the more disadvantaged areas. We have stumbled into a system in which we do exactly the opposite. This must change.

Many opponents of school financing reform argue that more money will not improve education. They cite research which purportedly shows no link between expenditures and student performance. I would agree that money alone is not the answer. There must be some degree of accountability that assures funds will be used appropriately. And efforts must be made in other areas. However, we learned from our hearings that some types of expenditures do make a difference.

For example, while reducing class size below a certain number may not improve student performance, there is an effect for class size once you get above the low twenties. The larger the class size over this amount, the lower performance. We also hear that teacher salaries do not matter. However, very few studies look at discrepancies between teacher salaries in adjacent communities. A recent article in Education Week featured Bennett Brown, a bright M.I.T graduate, who chose to work in an inner-city school in Chicago. Of course, one thing that makes this newsworthy is that you would assume someone this talented would choose to work in a nearby suburban school where he or she could work in a better equipped facility and earn several thousand dollars more annually. And, indeed, Chicago undoubtedly loses many highly qualified teachers for this reason every year.

Another example: there was a recent report, widely cited, that students in states that spend less for education have slightly higher SAT scores than students in states that spend more. However, when examined more closely, the results show that only 6% of high schools seniors—the cream of the crop students—in these low spending states took the SAT. In the high spending states, 69% of seniors took the SAT. So, what the study actually shows is that the typical student in a high spending State is more likely to aspire to go to college and does almost as well on the SAT as the cream of the crop students in low spending states. Such statistics indicate that spending does indeed matter.

Two weeks ago, the Illinois State Board of Education announced that 145 of our 932 school districts were having financial difficulty. This represents a 30 percent increase over the previous year. In response, our State Superintendent, Robert Leininger, who is stepping down from his post, lamented publicly that during his tenure, very little had changed regarding education funding. He said: "Adequate funding is the backbone of school reform. We know the solution. However, our collective leaders lack the desire, the inclination, and the fortitude to take legislative action."

I would like to prove Superintendent Leininger wrong. I too am concerned about the inability, or unwillingness, of States to address such unfair systems of funding education. Even with an increase in Federal education funding, most money for education will still come from State and local governments. So that is where the change must occur.

In a recent statement, Secretary Riley quoted John Dewey: "What the best and wisest parent wants for his [her] child, that must be what the community wants for all of its children: Any other ideal for our schools is narrow and unlovely; it destroys our democracy." That nicely summarizes the general direction in which we should be heading.

So I ask that we as a Congress, along with the Secretary and the Administration, be bold both in our vision and our action. We have proved we can be bold in the former. Having just passed the Goals 2000 bill, we set high expectations for our students. Now is the time to set equally high expectations for ourselves.

At the same time we ask States to do more, one bold step we can make is to dramatically increase Federal support for education. Last Fall, I was pleased to cosponsor, along with Senator Jeffords and Senator Dodd, a Sense-of-Senate Resolution, in which we proposed that the Federal Government increase by 1% each year the proportion of the Federal Budget that goes to education, until we reach 10%. My only regret is that we did not ask for a Roll Call vote on that resolution. I look forward to the day when we hold that vote and it passes resoundingly.

In the meantime, I would ask Secretary Riley, Assistant Secretary Payzant, and others, to begin to think about what we would do with additional resources. Because I think that once we have clear and concrete intentions for that money, our colleagues will much more readily support it.

I would now like to comment on some specific programs that I think we need to support. First, I think we need to ask more of parents. At the same time, we ought to be able to provide these parents with assistance in being the primary educators of their own children. I am pleased that we will be authorizing the Even Start Family Literacy Program, which combines early childhood education for children in low-income areas and adult basic education for their parents. Many impoverished parents see academic failure as inevitable for their children—just as their parents did before them. The home is the child's first classroom and the parent is the child's first teacher. Too often our education system is hampered because of problems of the family and the community. Even Start addresses the needs of the most "at-risk" families in the Nation through a family-centered approach.

Even Start works because it gets at the root of school failure and under education. Working in coordination with other programs, including the Adult Education Act, JTPA, Head Start, and volunteer literacy programs, Even Start builds partnerships within families so that members reinforce each others' learning. This enables at-risk children to "start even" with children from other families. Research has proven that Even Start is an effective program, and I am pleased that the President has recommended an increase in funding for next year.

Second, we must do more to provide all students with instruction in foreign languages. We as a Congress voted to put foreign languages in the set of core academic subjects defined in the National Education Goals. I was disappointed, though, that Foreign Language Assistance has been eliminated from the Administration's proposed 1995 budget. This is inconsistent with our commitment to ensure that foreign languages are a component of basic education. The Secretary should not be surprised to find this money restored in the ESEA bill passed by Congress.

Third, I think we need to do more to support our country's libraries. Access to adequate library facilities is essential to the effective education of our Nation's young people. A recent study showed that library and media spending was one of the best predictors of student achievement, even after controlling for other factors such as the social and economic status of parents. Yet in recent years, our school libraries have not received the funding they need to serve students and teachers effectively.

The Elementary and Secondary Education Act of 1965 provided separate funding for school library programs. During the 70's and 80's, however, Congress merged funding for all school programs into block grants. As a result of the merger, funding for school libraries declined dramatically. The lack of funding has taken a heavy toll on the state of our school libraries. In California, for example, more than half of all school libraries have closed during the last 10 years. In that State, a young person in a correctional institution has better access to library facilities than does the average student. In those school libraries which remain in operation, collections are hopelessly outdated. The average publication date of a school library book is late 1960's. Our school library collections are so obsolete that over half of the books on space exploration were written before the U.S. put a man on the moon.

If we are to prepare our Nation's children for the challenges of the future, every school in the United States must be equipped with the best and most up-to-date library resources available. I have introduced S. 266, the Elementary and Secondary School Library Media Act, which would provide the necessary funding and direction to develop first-rate library facilities in our Nation's schools. I hope we can incorporate this bill into the Committee's efforts on ESEA and other education and technology legislation.

The reauthorization of the Elementary and Secondary Education Act presents us with an unique opportunity. Nothing is more important to our country's future than our children. If we want our children and future generations to do better and compete, we will have to ensure that they are well-educated. This means demanding more of our students, but at the same time demanding more of ourselves. I look forward to working with my colleagues on this important legislation.

PREPARED STATEMENT OF SENATOR HARKIN

Mr. Chairman, today the Labor Committee begins hearings on a very important piece of legislation—Improving America's Schools

Act. This bill reauthorizes Federal programs to support elementary and secondary education.

The 103rd Session of Congress will one of the most productive on record when it comes to improving education. We have already passed several important pieces of legislation. Last year we reformed the student loan program and passed a national service program. Earlier this year the Senate passed four important bills which are awaiting conference with the House—Goals 2000: Educate America Act, Office of Educational Research and Improvement Reauthorization, Safe Schools Act and the School to Work Opportunities Act. Last month the Labor Committee reported the Technology for Education Act.

This aggressive activity says loudly and clearly to the American people that education is vital to the future of our Nation and that we are prepared to give it the importance. We must have the best-educated, healthiest and most skilled workers if the United States is to compete effectively in the international marketplace.

All of the activity that we have taken thus far, while very important, is the warm-up act for the main event. We begin the main event today with this hearing to reauthorize the Elementary and Secondary Education Act.

During the next few weeks, we will have a lively discussion about the many issues surrounding this legislation. As the Secretary knows, I have grave concerns about changes in the distribution of Title I funds. As we debate this bill, I hope this committee can revise the formula so that we will not pull the rug out from underneath many needy and deserving students.

I would like to congratulate the Secretary for putting together a bill, in a short period of time, designed to improve our Nation's schools for all students. I look forward to his testimony and working with my colleagues on this major piece of education legislation.

PREPARED STATEMENT OF SENATOR THURMOND

Mr. Chairman, it is a pleasure to be here this morning to receive testimony concerning S. 1513, the "Improving America's Schools Act". I would like to join my colleagues in extending a warn welcome to the Secretary of Education, Secretary Riley.

As you know, S. 1513 reauthorizes the Elementary and Secondary Education Act. It provides assistance to help meet the special educational needs of disadvantaged students. It encourages the development and implementation of innovative instructional techniques. It supplies supplemental aid through "block grants". The Elementary and Secondary Education Act also encourages the improvement of instruction in key subject areas such as math and science.

S. 1513 will link the Elementary and Secondary Education Act to the systemic reform framework established under the "Goals 2000" legislation recently passed by the Senate. I am concerned that this measure will eliminate the voluntary process outlined in Goals 2000. I am also concerned that we will be tying the Elementary and Secondary Education programs to reforms that have yet to be established or proven.

We should provide assistance to State and local educational agencies to help our young people obtain a high quality education from preschool to high school. However, we must provide our assistance in a way that eliminates the unnecessary burdens of excess paperwork and prescriptive regulations. We should also ensure that our assistance remains flexible enough to allow the local education agencies to decide what is right for their community and what their educational needs are.

Mr. Chairman, a number of the issues addressed in this legislation include broadening the professional development of teachers beyond math and science, changing the current allocation formulas of Chapter 1, and mandating elementary age health screenings. I believe these issues deserve further discussion and consideration.

A solid education is critical to shaping the lives of our children and to the future of our Nation. Today, we begin with an opportunity to encourage fundamental education reform.

Again, I would like to welcome you Mr. Secretary, and I look forward to your testimony.

PREPARED STATEMENT OF SENATOR HATCH

Good morning. I want to join the Chairman and the Ranking Member in welcoming Secretary Riley. We have important business to take care of today, and I look forward to reviewing the Secretary's testimony.

I hope that this will be the start of a meaningful dialogue on the reauthorization of the Elementary and Secondary Education Act.

I know for certain that no one in this room underestimates the significance of this legislation. Our work in this Congress will determine education policy up until the year 2000. The impact on our children and grandchildren is inestimable.

I look forward to working with the Secretary Riley and my friends and colleagues on this committee as we undertake this challenge. Since 1965, this legislation has provided important Federal assistance to State and local education agencies. The resources authorized in this legislation have been an essential aid to school districts striving to accomplish their main mission—the education of our children.

Mr. Chairman, in the 10 years since A Nation at Risk sounded the alarm for systemic educational reform, many states have taken up the call and have begun the arduous work of improving our schools. Many states have begun or are in the process of enacting specific reform initiatives, many of which have been suggested by local school districts or the successful experience of individual classrooms.

I am concerned that in the process of giving states and local education agencies assistance—assistance that State and local education agencies have come to rely on—that we do not compel states to comply with a myriad of Federal directives or to adjust to federally generated reform strategies that are inappropriate for them.

I am concerned that, in our zeal to improve American education across-the-board, we do not send the message to dedicated classroom teachers, principals, school board members, and many, many others who have toiled to improve education that their efforts are worthless or meaningless because their programs and ideas do not conform to a federally sanctioned idea of "reform."

As Secretary Riley is a former Governor of South Carolina, I know he understands these concerns. He knows the burdens of Federal mandates first hand. He knows as we all do that government mandates are often counterproductive; they waste precious resources that ought to be used in classrooms; and they stifle innovation, local collaboration, and initiative.

I want to support this bill because I know how tough it is to run a school system nowdays. I know that it takes major money to keep up with even basic educational materials and technology1 to provide teachers the opportunity for further development, to reach kids with special needs, to maintain safe and adequate school facilities, and—in many cases like Utah's—to transport kids many miles to school.

If this measure can provide assistance for these things, this Congress will have done a great service for those where it really counts. We teach kids in classrooms, not conference rooms.

Finally, Mr. Chairman, I would like us to bear in mind that Federal assistance needs to be fair and equitably distributed to all states. It is time that we stopped trying to gerrymander the formula to favor one part of the country over another. We should be treating kids in every State the same.

States like Utah, which despite exemplary tax effort are not able to spend as much per pupil, are routinely penalized under the current formula. Nor are we treated fairly under the proposed formula in Title I of S. 1513.

Because Utah does not the same concentrations of urban poverty as other states does not mean that we do not have a legitimate need for Federal education assistance. Our educational needs, particularly in our rural areas, are just as critical. I suggest to my colleagues and to the Secretary that this formula must be revisited.

I look forward to working with Secretary Riley to address these important issues. And, again, I want to extend my warmest welcome to him today.

PREPARED STATEMENT OF SENATOR DURENBERGER

Mr. Chairman, I want to begin by welcoming Secretary Riley and thanking him for his leadership and his openness to considering the views of all of us who share his vision for education and its value to the future. He was one of the best of the 1980's brand of "education governors." And, with our support and counsel, he can be an outstanding Secretary of Education, as well.

This reauthorization is of great interest to my State, Mr. Chairman, and I look forward to working closely with you and with the administration on this legislation—to represent the issues of most importance to Minnesota. They include:

The future of Chapter I—reconciling the administration's goal of targeting funds where low income kids are concentrated with the needs and realities of all districts—especially small districts in rural areas.

The special needs of different types of learners including gifted and talented students, students who may not be bound for college, students with disabilities, and refugees, immigrants and other students for whom English is a second language.

Finding every way possible to integrate service and workplace learning and new technologies into the fabric of existing Federal education programs—to make these teaching and learning methodologies an integral part of education reform.

Addressing rising levels of violence and disruption in schools while maintaining a strong commitment to preventing alcohol and drug abuse in all our Nation's schools.

Making ESEA a positive part of State and local education reform initiatives—without the prescriptive involvement that too often seems to follow Federal programs and Federal funding.

On this last point, I second what others—including Governor Carroll Campbell in his letter to the President—have said about the strong objections that many of us in the Senate have with Opportunity to Learn Standards. They had no place in Goals 2000 and they have no place in this bill either.

The debate over Opportunity to Learn Standards, Mr. Chairman, is not just over "top down control" or unwise Federal involvement in local schools. Opportunity to Learn Standards run totally against the movement we're now seeing nationally toward choice and diversity in how we both teach and learn . . . and toward holding schools accountable for results . . . for what student actually learn.

Any connection between ESEA programs or funding and Opportunity to Learn Standards would represent a major setback in the direction State-based education reform is now taking. Any such connection would also place this very important piece of legislation in very serious jeopardy.

I don't want to face that choice, Mr. Chairman. And, I don't believe the majority of Members of the Senate—or the administration want to face that choice either.

Finally, let me point out one very positive feature in this bill and raise a concern that I hope we will be able to address together prior to reporting ESEA to the Senate floor.

The Chairman, the Secretary and members of this committee know of my strong interest and support for charter schools. And, I'm very pleased that the administration has included a modest new program to help finance the start-up of charter schools in this proposal.

The administration's charter schools proposal is modeled after legislation that I and Senators Lieberman, Kerrey, Gorton and others introduced last year. It has survived so far in the House bill and I trust it will enjoy the support of this committee and the Senate, as well.

I do want to point out, however, that we will need to be careful in this bill that we respect the different ways in which charter schools are being authorized in the various States.

So far, eight States have passed charter school laws and a number of others are actively considering charter school proposals. Those laws and proposals have many points in common, but also some important differences. One such difference is over what agencies may authorize charter schools.

Some States limit chartering authority to local school districts, for example, while others allow a role for State departments of education—to either charter schools directly or on appeal. Still others are authorizing chartering agencies other than State or local education agencies—including county or area-wide school districts, public higher education institutions or State agencies other than the Department of Education.

As we authorize start-up funding for those schools, we should respect the different chartering authorities that States designate. But the current Senate bill limits funding eligibility to schools chartered by State or local education agencies. And, the House bill is even more restrictive, limiting grants only to schools chartered by local school districts.

That means that charter schools in both Massachusetts and Michigan would not be eligible for grants under the House bill and the Senate bill as introduced. And, it means that at least some charter schools in several other States would not qualify for grants under the House bill.

I hope we can fix that problem during the course of this reauthorization, Mr. Chairman. Beyond the other broad principles outlined in the administration's ESEA proposal, we are in no position to second guess States in how States wish to allow this important new innovation in to emerge.

Let me conclude, Mr. Chairman by noting that this is a huge bill and a huge task we face together as a committee. I look forward to your usual brand of fair and effective leadership. I intend to carry my share of the load.

The CHAIRMAN. Senator Dodd?

Senator DODD. Thank you very much, Mr. Chairman.

Let me just underscore what Senator Jeffords has raised. You mentioned the "sense of the Senate" resolution which we co-authored and the hearing we will have on Friday to look at these questions. It really is a very fundamental issue, and it seems to me we have got to put a lot of thought into this as we talk about all the things we want to do in our schools.

I think it would be tremendously innovative if we could start looking at this from the perspective that we must decide what we want and need to do and where the resources come from, and how we plan for these activities, so that to some degree, we can anticipate what is coming. It seems to me it makes it easier to achieve our goals if we are honest with our constituencies as well as our colleagues about how we are going to financially achieve our desired goals that we all have.

I think it is a very important point and probably ought to be the subject, perhaps, of a hearing just on this subject alone, Mr. Secretary, during the period of the next couple of months, so we might talk about this. And you might even suggest some people whom we ought to be listening to in this regard from your own experience as a Governor and others who have given thought to this issue.

I know we would be deeply appreciative of that, and rather than take up additional time today, I just want to underscore the point that Senator Jeffords and I are trying to make on this issue about how we allocate resources.

Secretary RILEY. Senator, I would welcome a series of hearings or whatever. I think that is a very good idea. My general concept—and now is a very good time to be talking about it—is that we have got to convince the American people, the parents and the grandparents and the citizens out there, as well as business and labor, that the public schools are really on the move to high world-class standards across the board.

Senator DODD. I agree.

Secretary RILEY. We are in the process of doing that. Goals 2000 and School-to-Work and ESEA redone—all of those are driven by that message, and I do believe that once people really believe that and become part of the schools and get involved and active, then I think you will see the kind of commitment they would be willing to make for the future of this country in terms of education. But they have to believe, before they make a strong commitment, that it is worthwhile, and it is moving in the right direction.

Senator DODD. I agree totally.

Let me just ask a couple of specific questions, if I can. The Safe Schools Act, which as you know we had strong support for in the Senate, is merely a first step. It is designed to go for a couple of years until we flesh out what we want to do here on this bill. I wonder if you could share with us your proposal to include violence as a focus of the Drug-Free Schools and Communities Act and to build on our efforts in safe schools.

And I wonder if you could also address an issue which is very much related but is somewhat of a sensitive issue because I think people get a bit up-tight talking about it, and that is values. I do not even like to use the word "values," but perhaps "ethics" is not a bad word to describe it. When you are talking about issues like character, respect, responsibility, and citizenship and so on, I do not know any reason why we cannot agree that these are important and good for our children. Considering how many kids today do not seem to be learning these fundamentals at home, it seems we should be looking at how we can incorporate not just stopping violence, but also including tenets such as these that truly are alternatives to violence. It seems to me that these notions, of good citizenship, of responsibility, should be a part of the seamless garment of a child's education be it in a math class or a science class. I wonder if you might share with us whether we might do something like that as we talk about these anti-violence efforts.

Secretary RILEY. Of course, everybody in this country is concerned about the violence and crime issue, and public attention, my attention, your attention, everybody's attention is to that. And how do you respond? When you have a crisis out there, of course, your inclination is to respond in a crisis way, and we get into building prisons and so on, and certainly an awful lot of that is needed.

That is not going to resolve the long-term problem. Education is as sound a way to deal with the future in terms of this business of violence, and as I said earlier, what I consider to be kind of a "disconnection," where people just do not care about the rules, and they do not play by the rules because they are disconnected to all of that, to society and really to America.

The prevention aspect of it—and of course, the Safe Schools Act is a very important emphasis on prevention, but as you say, it is a 2-year or a 3-year proposal, and it is just a small piece of it. But it is certainly a beginning to look at the best way to deal with it in the schools, with conflict resolution, peer mediation, and so on.

The fact is, my general feeling is that if we can get people at a very young age into this idea of high standards, that education is important, that learning a particular math problem or a matter of science is important to them, and that there is a reason, and they can connect that up with their future and so on, then I think that is really the way to bring about some basic improvement in this matter of violence.

Then we get into this intrusion issue of State and local responsibility in terms of education and moral issues, and those are different from community to community, and in this diverse country, should be. I mean, people decide how to deal with their own moral issues in a mountain area of one State differently, or from a heavy urban area to a rural farm area.

Senator DODD. Mr. Secretary, I was careful not to use the words "morals" and "values." Citizenship, responsibility, and fairness, those are pretty much the same, aren't they?

Secretary RILEY. That is a total different thing, yes, and let me go on to speak to that because you did not mention that, but I want to point out that we are not into resolving these local moral issues, and you are not, either.

Senator DODD. That is right.

Secretary RILEY. And we were not into that in Goals 2000, or in School-to-Work, and we are not into it in the ESEA. Now, when you get into things like honesty, truthfulness, hard work pays, citizenship, and those things, as you have defined them as ethics, and some writers have made that distinction in terms of semantics—semantics becomes very important, and how you State these things———

Senator DODD. I agree.

Secretary RILEY. I think you cannot have a valueless school and have a good school. You and I know that. So if we can somehow really try to develop a general concept of something that all young people in American should have, and everybody agrees to that—nobody would think that honesty is a value that everybody should not be tuned into—so I think there is a place for us in that, but we have to be very careful with it and make sure we are not intruding on the State and local responsibility of dealing with how they handle the moral issues of that region.

Senator DODD. Just one quick question before my time runs out, and that is on the transition between preschool and primary grades. We are crafting a transition bill which I know you are aware of. We see terrific things being done with Head Start, family involvement, family services, a lot of self-directed problems with children; there are a lot of wonderful things that are occurring in Head Start and in other pre-school efforts.

But, then we find that when we move into the primary school, that transitioning those terrific things that work—and we have proven that they work—into the primary grades, it just doesn't seem to happen. I wonder if you might just comment briefly on that?

Secretary RILEY. I would be happy to. I think that is a very, very important issue. All of these transition periods on into middle school, and middle school into high school, and certainly high school into higher education or to work.

Donna Shalala and I have met a number of times, but we had a lengthy meeting recently, looking at how we can better connect up kindergarten and first grade folks with Head Start and Head Start folks with the school people. We think that is extremely important. We need the same transition attention at that level that we do with labor and education coming out of high school. So we are working on that, and she and I meet with Bob Reich frequently and we talk about having that smooth transition of preparation and development.

Goal one, of course, is that all kids are ready to learn. That puts us right into the concern for kids coming into the school, Head Start, immunization, infant mortality, teenage pregnancy, and all the other issues that affect a young person's development.

Senator DODD. We are specifically working on one here, and we would like to work with you on it, and that is the Head Start, preschool and primary transition period. We need to get some good input from you as we craft that.

Secretary RILEY. We would very much like that. We think it is really very important for those of us in education to make the move to pull Head Start folks up, and it is important for them to pull our people into what they are about. We think that is very important.

Senator DODD. Thank you very much, Mr. Secretary, and thank you, Mr. Chairman.

The CHAIRMAN. I will just take a moment to say I had the opportunity to talk to the Nation's district attorneys, juvenile judges and families organization, and the loudest round of applause was for early intervention and the recognition of those who are trying to deal with delinquency in this country. Their understanding is well ahead of the U.S. Senate. They know the importance of dealing with the incorrigible individual in an appropriate way, and also the emphasis which you have repeated to us here.

I think all of us on this committee understanding that you take either a school dropout, or a repeater in the first four grades, then you are often looking at a teenage mother, or a drug addict, or somebody who is going to be in prison. And I have been listening to you talk all morning about early intervention, and having spent the day with the Attorney General, I know she understands that as well, and hopefully, we can begin to make some progress.

Secretary RILEY. Yes.

The CHAIRMAN. Senator Coats?

Senator COATS. Thank you, Mr. Chairman.

Welcome, Mr. Secretary. I apologize that I was not here to hear your opening statement and some of the questions. Conflicting demands of more than one committee required my absence early on.

I first of all want to thank you for your commitment to education, which has been clearly demonstrated, and I appreciate it. I know you are one of the most hardworking members of this administration, and I know where your heart is, and I appreciate your involvement and your efforts.

Secretary RILEY. Thank you, Senator.

Senator COATS. As you remember from my remarks during your confirmation hearing, I asked you a question about the whole idea of school choice and discussed the idea of a test program to test the validity of that concept. The proponents think that rather than undermining public education, it would act as a spur to greater competition and more parental involvement and actually improve education. I think we have demonstrated that in my home town of Fort Wayne, IN, where we have a very viable public school system, competing directly with a private Lutheran school system and a parochial system. We have done that for a number of years, and we think that the quality of education in all three of those systems is enhanced because of that ability to choose.

The purpose of the demonstration program is to extend that to children of low-income families who do not have the choice to go outside the public school system. Early on, Senator Hatch offered an amendment for a demonstration project, and I reoffered that amendment just recently with Senator Lieberman of Connecticut. We came close but did not succeed in setting aside a $30 million authorization for six voluntary tests of school systems for a complete choice test.

The idea was then to provide the information back to this committee and to the Congress and to the Department of Education so that we could test the validity of this concept. If the proponents were correct, we might have a model on which to base future decisions to expand that. If the opponents were correct, we would then have some evidence to demonstrate that it was not.

I just wonder if you have had some opportunity in the time that you have now spent as Secretary of Education to examine that concept further, and I would like your response to our continued efforts to at least test the concept.

Secretary RILEY. Senator, you are a hard man to be against also, and I think you are very conscientious and believe in what you are supporting. I differ with that position, and you and I have had significant discussions, but I am absolutely convinced that you are convinced that what you are trying to do is correct.

The fact is, of course, this is really a State and local decision about vouchers, using public funds for private schools. As far as the Federal Government getting into that as a demonstration project or whatever, I feel like that would be a bad idea, and I am opposed to it. The reason is, and certainly I have made clear in every forum that I speak in, my strong support for quality private schools and parochial schools. I think that is a very important part of the mix in this country.

I think our charge here, though, is to do what we can to help the States and local school districts improve the public schools, and I am absolutely convinced that any move in the direction of an incentive or encouraging people to leave the public schools instead of coming into the public schools and getting involved in supporting and improving high standards, things that you support, in the public schools, I think would be a real mistake. And for that reason, as you know in the past, and I still have a strong feeling about that, anything that people can suggest in good conscience to improve the public schools, I am inclined to suggest to them go ahead and try it if you have careful accountability and assessment and tests for young people to see that it is working.

But if you have an incentive to leave the public school, to deplete the funds, there is no way in my judgment to decide that that is anything but very harmful to the public schools. And for that reason, I am not supportive of that position.

Senator COATS. I really was not anticipating that you would change your position on it, but I thought I would take the opportunity to run it up the flagpole one more time. The whole idea behind it is to provide an opportunity that parents of means have to those who do not have the financial means to do that.

It was interesting that during the debate, the subject of whether or not that ought to be a viable option because of the conditions that exist at some of our schools, and this whole question of violence in schools came up, and I notice that you addressed that in your statement. I think that is an area where we have to provide some real thought and some real effort to see what we can do in that regard. But I know that several Senators raised the point that parents who are desirous of providing an atmosphere of learning for their children are unable to do so in some schools because of the level of violence, and yet their income does not allow them the opportunity to put their child in that atmosphere of learning. Several Senators raised that during the debate, so this will be something that will be an ongoing discussion with all of us here.

I think the search is how do we provide those options for children from homes whose income do not allow them the same options that many of us have.

Secretary RILEY. As you know, Senator, we have in our recommendation in the ESEA use of options within the public system—the charter schools, magnet schools, schools within schools. A lot of interesting things are being done, but those are changes, and they are competitive forces, but they are designed to improve public education. So that is the distinction I would draw.

As I move around the country—and I have done some travelling around in January and part of February—I have seen places—for example, West High School, I believe, a major high school in Denver got a strong new principal in there, Mr. Cordova. They had a terrible problem with gangs and violence, and they have flat turned that school around. Parents are all through the school. There is a strong athletic program for former gang members. And I have forgotten the percentage of the college-going rate, but it was something like 30 percent, and it has gone to something like 70. So you see situations where parents have come in and gotten involved, with strong principals and effective teachers, and have turned schools around, and then the whole community turns around.

So I think that we should get people driven by standards and high expectations from a very young age forward. There are strong and active private and parochial schools out there always as an option, but for people who can afford to pay for it, obviously, but I have a strong belief in doing all we can to bring the high standards to the public schools.

Senator COATS. My time is up, but I could not agree with you more that those communities that have been addressing the question of gangs and violence in their communities, those communities that have seen that as a community-wide effort are the ones that are succeeding in addressing that, and it does involve not just the principal and the teachers and putting the metal detectors in, as you said, but it involves a whole community-wide effort if we are really going to get to that, and there are some models out there that have shown that when the community rolls up its sleeves and says, "Enough—we are going to do everything we can, each in our own way," it begins to work.

Thank you, Mr. Chairman.

The CHAIRMAN. Thank you, Senator Coats.

Senator Simon?

Senator SIMON. Thank you.

We welcome you, Mr. Secretary. Senator Dodd and I were chatting just a few moments ago and remarking about how pleased we are that you are the Secretary of Education. We are very favorably impressed.

Secretary RILEY. I thank you.

Senator SIMON. If I may get on one nonESEA subject—direct lending—is that moving along all right? Should we have any concerns about the implementation of that?

Secretary RILEY. Senator, we think it is moving along in very good fashion. As you know, we had a 5 percent volume the first year, and of course, we had way over that number to apply. Those who applied and were acceptable, but we did not have room for them in the 5 percent, we are letting them automatically be applicants in the second run, without going through all the reapplying.

Of course, it goes from 5 to 40 percent, and that is going to be quite a jump, but the 5 percent does give us a good year to get it in place and get the computers and everything in place. We have some very good people at the top who are working through that system. We have had very good cooperation from the colleges and universities and institutions. We have tightened down on all the requirements out there under the 1992 amendments that you all passed, and of course, the regulations have gone out on all of that. But it is all tightening down those kinds of questionable institutions in terms of financial viability and quality and so forth, and they are really finding that they have to tow the mark a whole lot more.

So we are finding tremendous positive response, and we think that in the Department we are on schedule as far as the direct lending process. But it is a very big change and big undertaking.

Senator SIMON. Good. Just one comment and then a more general question. First, the administration budget does not include any foreign language assistance. It zeroes out that program. Goals 2000 says foreign language is going to be part of the core curriculum. I think I speak for Senator Dodd and myself when I say do not be too surprised if you end up continuing the program in the Department of Education.

What I would like to ask is this. You said—and I wrote it down—you said, "I encourage Congress to be bold." I think that is what we really ought to do, and that includes the Department.

Senator Jeffords, my only regret on that resolution that you introduced and that I was pleased to cosponsor is that we did not get a roll call vote on that, and we should have done that. Two of us here, Senator Dodd and I, serve on the Budget Committee. I do not know what is going to happen, and I just asked my staff to check out what would happen if we took 2 percent from defense, 2 percent from agriculture, one percent from Justice, and 5 percent from space, and applied it to this $15 billion, where we would be in terms of dollars. I do not know, and I am pleased that we are going to have a hearing on this subject.

I would be very interested in what the Department could do if we came up with these kinds of resources, what could we do in terms of equity. Senator Wellstone has been a leader in this area. In Illinois, we are heavily dependent on the real estate tax. We have a disparity per pupil in assessed valuation of $880,000 in one district and $5,000 in another district. It is just massive, and it makes a huge difference in educational opportunity.

What could we do in school libraries, or what could we do in 94-142, where in theory, we should be at 40 percent funding, and we are at about 9 percent. We still have 180 days per school year. What if we said that for every school district where there is a State matching fund, we will give you $30 per pupil if you extend the school year to 210 days, if the State matches that $30.

I would like us to be bold, but I would like you to be bold. I would like to have some creative thinking on the part of the administration about where we would go if we got the additional resources. I think if we started to see some of the concrete things that we could achieve, it might be a little easier to get the dollars that we ought to be sinking into education.

Do you have any reactions?

Secretary RILEY. Well, I do not want to get into where to get the money from.

Senator SIMON. I understand.

Secretary RILEY. OMB might contact me by early afternoon. [Laughter.]

Senator SIMON. Yes. Warren Christopher, watch out.

Secretary RILEY. But I would strongly support the tenor of your question, and as I said, we all would have to be bold. Certainly, it would not pay to be bold if we did not have good purposes and thought-out ways of enhancing the overall education of American students.

It is interesting to me, and we have done lots of thinking about those various issues, and I really have a wonderful staff—people who have dealt with education in large cities and small rural areas, and bilingual issues and foreign language and all of the others—and in our judgment, what we sent to you in terms of a Goals 2000 definition of the Federal role in education—and I know we have had these discussions before—where you end up with a mechanism, then, to have the Federal Government in a national way emphasize education, but leave the basic control of the system in the State and local governmental instrumentalities, that is the first time we have had a mechanism like that to look at for future involvement in areas of education.

So I think if we can get Goals 2000 completed, and the American public sees the high attention toward parents and community and standards, academic and occupational standards, I think then you will see the opportunity to do just as you say—could you spend the money wisely, could you do this—I think you will see a whole new, attractive opportunity for the Federal Government to look at making education a national priority in a very sensible way, without taking over control, but having very strong impetus for improvement.

Senator SIMON. Thank you, Mr. Secretary.

Thank you, Mr. Chairman.

The CHAIRMAN. Senator Wellstone?

Senator WELLSTONE. Thank you, Mr. Chairman.

First of all, Mr. Secretary, I certainly share the sentiment of, I think, all of my colleagues in that I am so glad that you are Secretary of Education. I appreciate the work you are doing in the country, and I appreciate the work you are doing with people in the agency. I feel like you have given people so much higher morale and more of a belief in the work they are doing.

We always say that applies to the classroom and to the school; it applies also to leadership within our own agencies and our own offices, and I think you are living your words.

I just want to build on what Senator Simon said, and I am kind of thinking out loud. What I am hearing—and I do not think I am hearing just what I want to hear; I think my own views I can put at least a little bit in parentheses—but I still hear from some of the teachers, who really should be heroes and heroines for what they do, a lot of skepticism about Goals 2000, even given your scenario about how it is all going to work in the country—which is not to oppose it, because we support it—but along the lines of what Senator Simon is asking, which is where are the resources to work with. And I want to come back to what he said and maybe engage you on that question.

Chapter 1—and maybe this came up earlier; I was a little late—in my State, we will probably lose $17 million; some of the cities will get more, but some of the smaller-town rural areas will get less. This trade-off is just so painful and so unacceptable. People say, "Do not make us look like we are backward-looking or that we do not care about children, because we are saying that these children, even if they are less in concentration, also deserve support, and we do not want to give up on that."

We are faced with some absolutely outrageous trade-offs within this budget. So if I consider this particular trade-off, which I think is totally unacceptable, if I look at the increase in the budget next to, let us say, all the question of physical infrastructure, much less some of the other suggestions that Senator Simon was making, I just wish that—I would like to go to the floor, with the support of colleagues, and really take a look at a percentage reduction in some other areas and talk about a transfer of more to our children and to education.

Everybody seems to be mouthing this, and I think we ought to really push it hard, because if I do not, I feel like I am just going to be saying to people in Minnesota that, well, these were the caps, and I had no choice, and this is all we could do, and these are the trade-offs.

I just do not think these are acceptable. So why can't we—without talking about what agencies—why can't we seriously consider within the budget we are living with some transfer of resources, because with all due respect, regardless of Goals 2000, where the skepticism comes from is you are not giving us the resources, those of us who are down in the trenches, to really work with.

Secretary **Riley**. Well, we certainly would favor putting as many resources as we possibly can toward, say, Title I programs. They are underfunded, there is no question about that. You have had the shifts of the 1990 Census, which have been very difficult for a lot of areas. We tried to reduce that impact as we have shifted into that, and then we have put $660 million, almost $700 million, into Title I.

Still we find ourselves, just as you find yourself, twisting and turning, and when you shift the formula, you do impact areas that are not as poor. And yet we have areas———

Senator **Wellstone**. Not as poor, but individually with the same children who are in need of support.

Secretary **Riley**. That is exactly right, and unfortunately now we have so many districts that are poor and still are not funded. I indicated that in my remarks. That is a fact, Senator. We have a lot of districts out there that are very poor and still cannot be reached by the school district in their allocation of funds.

So what you are saying is exactly right. We have a very valid purpose, especially in the information era, to help get our young people information and knowledge. That is what the world is about now. It is about world economy and foreign language and all of those things that make up an educated person. We do not fund it enough, and that is absolutely right.

In terms of what we have, though, with the President having the pressure on him on the caps and all the other issues, we really twisted and turned to do as well as we are doing.

Senator **Wellstone**. I understand, and Mr. Secretary, I will just finish up this way. I do not ask the question to whine. It is up to us to see what kind of formula there is and whether we want to try to make this fight, if we really believe in it. I guess I would just be interested in at some point in time knowing from you what you could do with some more resources. I am not asking you to talk about what agencies or where money gets transferred. I just think it would be important for people in the country to know the huge gap between the promise and the reality and what we are really not doing. I think that has to be part of the message, because if we do not start that message now, we are making a mistake, because we all know where we need to go.

So I would very much like to be more engaged with you in that discussion.

Secretary **Riley**. We would, too.

Senator **Wellstone**. I have just two micro questions, and you do not have to answer them now; they are just comments. As I was listening to other Senators raise questions, there were two small points that came to mind, and they are not really small points. One was on teacher training and this whole idea of teachers of excellence. I wonder whether you have given any consideration in teacher training to having teachers of excellence who could become like circuit riders within their States. You know, we do not make nearly enough use of these teachers, and they could be both teaching in some of the schools of education, where they rarely show up, interestingly enough—here you have teachers of the year, but they do not come into the schools of education to talk with young people in that program—or traveling and sharing notes with people in schools. I am interested in whether you have given any consideration to that kind of an idea.

Secretary **Riley**. We have, and Distinguished Educators is part of our program. Let me ask Dr. Payzant to just say a sentence about that.

Mr. **Payzant**. There is a Distinguished Educator proposal as part of the reauthorization that is before you. Moreover, there is a direction with school support teams and other technical assistance to identify and engage the kind of people you are talking about working as peers with their colleagues in school districts and schools that need the help and assistance.

Senator **Wellstone**. As a former teacher, I would be very interested in working with you on that.

Then, finally, as I was listening to Senator Dodd talk about violence, I had the opportunity to work with Senator Kennedy, and with his support, we were able to get through some funding within CDC which provided for training medical personnel, doctors, nurses and others to be able to recognize family violence when it walks into their clinics or their hospitals. I have visited some elementary schools in Minnesota, and it is just wonderful, where they are building into their curricula kids actually doing mediation, as alternatives to solving things through violence. I wonder if there is anywhere within ESEA where there is any funding or any pilot projects toward building in some kind of reduction of domestic violence into the curriculum.

Secretary **Riley**. In the Safe and Drug-Free Schools section, we pull in safe schools. The drug and violence issues are so interrelated, especially as you look at education, and so that is another consolidation that we are recommending in ESEA. It will be a very meaningful program. And I, like you, have been around to see some of the programs that people are doing now on their own, and this will certainly be a boost in that direction.

Senator **Wellstone**. And I think the teachers would appreciate—again, they would not like it if it were mandated without resources—but I think they would appreciate some additional training to be able to better recognize what they are having to deal with.

Secretary **Riley**. Absolutely.

Senator **Wellstone**. Thank you very much.

Secretary **Riley**. Thank you.

The **Chairman**. Mr. Secretary, I will be right out there with all of my colleagues in terms of supporting and reallocating the resources. Of course, hopefully, with the Goals 2000 and these other programs, we will give communities the opportunity to be bold as well.

For instance, I visited the Dade County schools, and they floated a bond down there—$850 million—and they got 64 percent of people over 62 years of age. We do not override two and half in Massachusetts on education; there are two or three districts. They way they did it was they raised the teachers' salaries, and they brought in retirees to teach photography, drama and the arts, painting and so on. They brought them in as volunteers, and they let them teach, and they gave them tickets to these performances and let them have lunch with the kids in school. They were oversubscribed with elderly people who had been professionals and had gone down to Florida to retire. They taught K through 4 in American businesses, American Bankers Insurance, at the airport in Miami. And the school supervisor down there said that they would leave them in the private sector if they did not have the lab requirements. And American Bankers Insurance says it is the best investment they have made, because they used to have 11 percent turnover, and it costs them $25,000 per employee to train, and now they are down to 4 percent because people like working for the company so much. In the first year, they paid for the facilities, and it increased the morale of the community as well, because people were bringing their children to school. It also increased productivity; more people were arriving on time, and at lunch time, they went down and had lunch with the teachers and the kids, and they had day care to take care of the kids as well.

What they found in Dade County was that they went from the selection of one in two teachers to one in seven. That is what they selected, and they increased dramatically the quality of the teachers.

So there are a lot of things that can be done out there, and I do not think we can do all of those, but hopefully what you can do is help other people to find out what is happening, like in Dade County, and give them the time to talk to the teachers and the parents to see whether they want to try to do something that is interesting and exciting. And besides that, they allow a sabbatical for any teacher who has taught for 7 years in the public school system. So they raised the teacher training, and that was an enormous attraction.

The point is that we do not do that as much as we should in my own State and other places, but there are a lot of enormously interesting things that are taking place. And I think the importance of Goals 2000, besides giving greater flexibility to the States in establishing the world-class standards and so on, is giving the teachers and the people who are on the ground the time to think about what is suitable in that local community. They do not have that now; they just do not have it. And if they are able to do these kinds of things in their local communities and tailor them to their particular needs, and bring together those community resources, I think we will have done an extraordinary amount.

Hopefully, we will be able to do for the country what you did for South Carolina. They were fortunate to have your leadership in South Carolina. I think if we are able to do that, we are off the mark. I am all for increasing the allocation of resources in terms of the Nation's priorities, and believe in that very strongly, and I think there are a number of different areas that we can go to. But hopefully, with Goals 2000, we can do some of those things that will be helpful to those districts.

Senator Jeffords?

Senator JEFFORDS. Just one final comment, Mr. Secretary, and I do not want to make you late to the lunch that you are having with me. [Laughter.] I would like to point out that in order to be able to get the backing to reorder our priorities, we have to emphasize the relevance of educational funding to all those groups that will benefit. It is Workforce 2000 and the ability of this Nation to be able to compete in world markets that will enable us to increase the flow of capital to this Nation instead of out of it.

For instance, I think we can certainly convince the senior citizens that if they want to make sure their I.O.U.s on Social Security are paid, they are going to have to have an educated work force that is going to be able to compete in the world markets and improve our economy. So I know we do not have to convince Secretary Reich, but I know that, for instance, Secretary Bentsen and others can elevate the benefits of greater education funding to a level which people will really understand its importance. I think that this is important for us to do in order to get those resources allocated.

Thank you very much.

Senator PELL [presiding]. Senator Dodd?

Senator DODD. No questions. I am not going to make you late for your lunch, Mr. Secretary.

Senator PELL. Senator Simon?

Senator SIMON. If I could just add one more point on literacy efforts for adults. I know we are getting launched in the literacy center, but I do think that to the extent that we can elevate the visibility of those programs, they will encourage people to come in, both as tutors and as people who now hide their problem. I think that is really important, and it is part of that preschool—if we can get the parents, it is easier to get the kids.

Secretary RILEY. And Even Start is just a wonderful program, and I think it is a program that maybe you are talking about expanding, with a broader-based Even Start program. Family literacy, with parents and kids working together in school, is really a wonderful program that would speak to what you are talking about.

Senator SIMON. Yes, and we are pleased that that is being reauthorized as part of your recommendation.

Secretary RILEY. Yes.

Senator SIMON. Thank you very much.

Senator PELL. Thank you very much indeed for being with us, and we look forward to seeing you at lunch.

Secretary RILEY. Thank you very much.

[The appendix follows.]

APPENDIX

PREPARED STATEMENT OF RICHARD W. RILEY[1]

Mr. Chairman, Senator Kassebaum, members of the committee. I am here today to present the Improving America's School Act off 1994, our proposal to redesign and improve the Elementary and Secondary Education Act (ESEA) of 1965, the Federal Government's largest commitment to the education of this Nation's children.

Before I go into the substance of my remarks, I want to commend the Chairman, Senator Kassebaum and many members of the committee for their efforts on behalf of our Goals 2000 legislation—including passage of the Safe Schools Act, our new School-to-Work proposal and the reauthorization of our research arm, OERI.

As I have said many times before, Goals 2000 is all about excellence and high expectations—ending the tyranny of low expectations and watered-down schooling that is depriving too many of our children of their futures.

This country needs to have an educational North Star, something to guide—in a participatory, voluntary way—every community forward in the process of reform. Goals 2000 is that North Star and frames the proposed reform of ESEA which we present to you today.

Our proposed reform of ESEA is another clear affirmation of President Clinton's commitment to the children of this country. We will not forsake them. Almost thirty years after ESEA was first enacted, our Nation's children are struggling. It is a sorry State of affairs when I can tell you that:

—more children live in poverty than ever before—almost one out of five. This is a scandal of increasing proportions which means that the demand for ESEA services is on the increase and will continue to rise all through the 1990's.

—poor children who attend schools with high concentrations of poor children—what we call high-poverty schools—are falling farther behind despite our best efforts to help them.

—an increasing number of these children plus others—almost 2.4 million—are limited English-proficient.

Our reforms respond to this "new face" of education—the increasing poverty, the increasing lack of resources for children most in need, the growing gap between our expectations and what our children are actually achieving.

The President's 1995 budget provides $10.5 billion for all ESEA programs, an increase of $1 billion over 1994. Title I, the flagship program of ESEA, would receive $7 billion in Fiscal Year 1995, an increase of $664 million, or 10.5 percent, over last year.

In its nearly 30-year history, Title I has played a critical role in focusing our attention on the needs of children at risk and on the importance of learning basic skills. Surely, it has contributed to the continuing rise of test scores among minority students.

But times have changed. Not only has poverty increased, but the demands on our work force have also increased. Our students need stronger basic skills, advanced skills and greater knowledge to hold down jobs, to be able to raise families with some sense of security in this new information age that we are now entering.

As President Clinton said in his recent speech before the American Council on Education, "the status quo in this act is not good enough." For ESEA to be effective, therefore, we must go in a new direction. Every evaluation of Title I tells us that its resources are spread too thin . . . they do not reach some of the children most in need . . . and its separate and fragmented programming has led to the lowering of expectations for participating children.

Mr. Chairman, we can hold to the status quo or come to recognize that in some of our neighborhoods, the only social institution still functioning is the school. The middle class has left, the stores are gone, good housing is limited, and there is little or no investment.

What is left is the school, and I would suggest that even a bad school that needs a new principal, new teachers and new books can be turned around faster than we can create whole new social programs. Madeleine Kunin, my Deputy Secretary, and I have seen examples of this type of turn-around firsthand.

But to make a difference, we need to make reform happen on a larger and more nationwide scale. All this is to say one thing—we have gone about as far as we can go in operating Title I as a separate, distinct, supplemental program to raise the low-level skills of at risk students. For Title I and, for that matter, every ESEA program to be effective, these programs must integrate with, and become a driving force of, the ongoing national school reform effort.

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[1] The Secretary may depart from prepared remarks.

Our proposal fundamentally reorients ESEA programs. It shifts the emphasis from serving narrow categories of problems to improving every facet of a child's life during the school day. The best Title I program in the world will make little difference to the learning of a child if that child spends the rest of the school day doing class work that is less than adequate.

This shift in emphasis underscores, and is a natural follow-up to, our Goals 2000 legislation. Five principles are at the center of our reform effort.

Our first principle is based on fairness as much as it is on need. High standards set by states must replace minimum standards—for all children, regardless of economic or social background.

Under our proposal, textbooks, teaching practices, and tests would all be geared to a set of challenging State content and performance standards. We believe, for example, that using new State assessments for accountability in Title I will go a long way toward breaking down the reliance on low-level, multiple-choice testing that has driven a narrow, minimal skills curriculum.

Now, some people tell me that standards aren't for everybody. I tell them that the surest way to create an angry, 19-year-old, illiterate dropout who is violent and spiritually numb, is to give that young person a watered-down curriculum early on. A curriculum that tells him or her in no uncertain terms that he or she isn't good enough to learn anything else.

That is a powerful and destructive message and we need to put an end to it. At-risk or poor children are not dumb. They realize, all too clearly, that they are being sorted out, left out and put on the economic margin for the rest of their lives . . . not simply because they are poor but because we believe that the minimum is all that they can achieve.

Our second principle recognizes that we cannot raise standards for students without also helping teachers acquire the knowledge and skills they will need to teach to those high standards. Now, teachers call this professional development. I call it basic common sense. We cannot expect teachers to teach a very diverse student body to world-class levels if they stop learning the day they get their certificates.

Just think of what halo be done to bring teachers up to speed given the revolution that is now taking place in education because of technology—the development of new interactive software and the coming of the Information Superhighway.

Our proposal would establish an expanded and strengthened Eisenhower Professional Development Program to support and encourage, at all levels, efforts to upgrade the knowledge and skills of teachers in all of the "core" academic courses to challenging levels.

Third, we need to rethink how we allocate our funding. We know that if Title I funding continues to be spread too thinly, high-poverty schools will not be able to close the achievement gap. The current Title I formula distributes funds to virtually all counties in the nation—93 percent of all school districts and two-thirds of the Nation's schools—yet leaves many of the country's poorest children in the poorest schools unserved.

Thirteen percent of high-poverty schools, for example, do not receive any Title I funding, and a third of the low-achieving children in high-poverty schools do not receive Title I services. At the same time, almost half of schools with small percentages of poor students—the least needy schools in America—receive Title I funds.

There is an imbalance here that needs some correction. When you have a flood that threatens a levee, you give most of your attention over to sandbagging the weakest part of the levee. You don't spread your sandbags around. You concentrate. Well, that has to be true with education as well, and we have a flood of problems in our high-poverty schools.

When people ask me why I am so passionate about education—why I want to shift more of these funds to our high poverty schools—I tell them that 82 percent of the people in our prisons today are high school dropouts. If you want to end the violence, fix the schools.

We have children giving up—and I mean giving up—on America in fourth, fifth and sixth grades.

Now, changing this formula changes the status quo. There are some school districts that gain, and some of the richer school districts will have to dig a little deeper in their own pockets to help some of their children. I know that in proposing a new Title I formula to concentrate our resources, I am asking you to make some hard decisions. But when you are in deep water, you need a long rope to get yourself pulled in. The same is true for these children.

We are therefore proposing a revision of our Title I funding formula. And the new formula, 50 percent of all Title I funding would be funneled to those counties with the most concentrated and highest levels of poverty. In addition, half of the funds distributed to counties under the Safe and Drug-Free school Act would be distributed according to States' shares of Title I funds.

Our fourth new direction seeks to give front-line teachers and principals greater flexibility in implementing Federal programs in return for increased accountability for improved learning and skills. I believe we must make good on our promise to reinvent Government and forge a new partnership with State and local officials.

We want Title I funding to be the "superglue" that allows Title I to link up with other programs to help the children when it makes obvious sense. By lowering the minimum poverty level at which a school can use Title I funds to benefit all children in a school, we will encourage many more teachers and parents to involve themselves in the process of improving the school.

Lowering the current threshold to 50 percent would allow about 12,000 more of our poorest schools to combine Federal program funds and find new, creative ways to serve all children in school, such as extending the school day or strengthening all core academic subjects. At the same time, by holding schools accountable for results—and rewarding those that improve—we hope to end the existing system of perverse incentives that causes schools that do better to lose Title funds.

We also seek to inject flexibility in other ways as well: by allowing the consolidation of administrative funds at the State and district levels; by encouraging consolidated applications and plans; by increasing the ease of obtaining waivers; and by my commitment to reduce Federal micromanagement after this Act is passed.

Innovation has to take place at other levels as well. Here I am talking about the use of technology, where we are clearly lagging . . . and tapping the potential of charter schools, giving public schools opportunities to create new ways to teach children.

Our fifth new direction is to link our schools, parents and communities more closely. To end the disconnections. If I am troubled by anything in our society, it may be this—we seem, as a Nation, to be drifting toward a new concept of childhood which says that a child can be brought into this world and allowed to fend for him- or herself.

The single, most direct way we can improve our schools is to slow down the pace of our lives to help our children grow; to involve parents much more in the process of student learning. If a parent will spend some time each evening working with his or her child, we would literally transform this Nation. Now, this is not pie-in-the-sky thinking . . . or even the acquired wisdom of a grandfather like myself.

The results of the 1993 National Reading Report, in which we tested 140,000 young people, tell us rather convincingly that children who report having just a weekly discussion with a parent or a family member about their schoolwork read a higher levels.

In another 1993 survey, this one on violence in schools, half the students with below-average grades reported that their parents had spent little or no time with them on school work. If parents will not slow down their lives long enough to read to their children, to help them with their school work, is it any wonder that these children give up on school and learning?

Our proposal seeks to give parents a stronger role in the education of their children through "parent-school" compacts and better coordination with health and other social services.

All this effort to involve parents and to improve learning will be to no avail if students are afraid to go to school because they fear violence or running a gauntlet of drug dealers. This is why we ask for your strong support for our proposed changes to the Safe and Drug-Free Communities Act.

We must recognize that the old ways of reprimanding children do not work. A 14-year-old boy who is determined to prove his manhood by carrying a gun to school—and maybe even using it—isn't threatened by the idea of detention or suspension.

Schools become safe and stay safe if parents, grandparents, neighbors and businesses invest their time and energy in reclaiming their communities. Inner-city neighborhoods that have fought back against violence have succeeded, in large part, by adopting a community-wide approach to the solution.

We also need to go beyond the traditional responses of more police and metal detectors, which are surely needed, and include peer mediation an conflict resolution in school curriculum. Children who see violence as the first and only response to conflict need to be taught that there are alternatives.

Creating smaller schools, or schools within schools, for example, may also be part of the answer. Smaller schools may give teachers and principals more flexibility in creating an atmosphere that diminishes children's sense of fear.

Mr. Chairman, these five new directions which I have just outlined define the work we have done in rethinking ESEA: high standards; upgrading the skills of teachers; providing high-poverty schools more help; greater flexibility such as the whole school approach to replace the pull-out approach; and more parental involvement. These five new directions are rooted in the important lessons we have learned in the 10 years about what can be done to give every child a chance at excellence and high achievement.

I urge Committee members to consider this important piece of legislation in its totality, our effort to put all the pieces together. For that is, in my opinion, the only way school reform can actually happen. It must be comprehensive, from "A to Z."

I urge the Congress to be bold in re-thinking how we can reform and improve ESEA. If we do not give up some of our old assumptions, we run the risk of putting these children even further behind—not because of poverty—but because we were unwilling to raise our own standards and reinvent an important program like ESEA.

I look forward to working with the Committee and its fine staff.

I will be happy to answer any questions.

STATE OF SOUTH CAROLINA

OFFICE OF THE GOVERNOR,
COLUMBIA, 29211,
March 1, 1994.

The PRESIDENT,
The White House,
Washington, DC.

DEAR MR. PRESIDENT: I am writing to express my deep concern and disappointment about what is happening with the education goals/standards initiative which we began in 1989. As cochairs of the Governor's group which wrote the National Education Goals, you and I talked a good deal than about the dangers of the "slippery slope" we were embarking on by inviting a set of national academic standards by which parents and students could measure academic achievement. Yet we believed the risk was warranted because of the enormous potential benefits to students and parents, and we believed that by careful vigilance, the rights and responsibilities of States, localities and parents to design education systems that fit their needs would be preserved.

Unfortunately, the reality of model national academic content standards is hardly closer than it was 5 years ago; very little real progress has been made. Through a combination of partisan bickering and real philosophical differences on issues like school choice, Congress has been stymied—even from endorsing the broad education goals we established.

But the States have continued to move ahead. Nearly all of us have embarked on standards-based education and we are working toward better assessment tools that will allow us to hold our systems accountable based on what kids actually learn. Some States have made mistakes and have had to pull back because of legitimate concern about the appropriate role of government at any level in our children's education. But mostly we are making progress.

Now comes Goals 2000 and the reauthorization of the major Federal education program, the Elementary and Secondary Education Act (ESEA). When you introduced Goals 2000, we had to practically go to war to convince your Department of Education to stand up to House Democrats on behalf of local control of schools. At the time, I wrote that I believed that bill, by tying Federal programs to "opportunity to learn" or school delivery standards, threatened to turn the clock back on 4 years' worth of bipartisan teamwork and focus once again on system inputs instead of student performance. While the House bill was improved and the Senate accepted amendments requested by the Governors' Association, the outcome of the conference is still problematic.

But the House-passed version of the ESEA reauthorization, a multibillion dollar Federal aid program and the behemoth of Federal education aid, is not problematic. It is unacceptable. Though the compromise wording is fuzzy, the fact is it again directly ties inputs—"opportunity to learn" standards—to eligibility for participation in Chapter 1, the most important elementary and secondary education Federal program there is and one in which States have little choice but to participate

So the House of Representatives and the administration have now gone from agreeing to the development of national model standards to requiring that States must have standards—both content and input—to participate in Chapter 1. What is next?

Although I have become increasingly uncomfortable with the process, I have worked in good faith with the Congress and two administrations to advance the vi-

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sion you and I articulated. Through the Governors' Association, we have helped garner bipartisan support and, indeed, the House ESEA bill passed with overwhelming bipartisan support. But, Mr. President, I am saying "enough": let the Federal Government stay out of the goals/standards movement because the Federal Government cannot seem to contribute without wanting to control.

The fact is that national standards, and especially opportunity to learn or input standards, should not be a part of the Elementary and Secondary Education Act reauthorization at all. These voluntary standards, to the extent they are federally codified, should be defined in the clearly voluntary Goals 2000 legislation. Governors and parents should not have to fight for their rights in a very complicated subject area every time Congress passes an education bill. It's not right, and it's dangerous to our system.

The issue here is community control over education versus Washington control over education. I know that you understand this, and I am asking you to stand up for parents and communities.

Sincerely,

CARROLL A. CAMPBELL, JR.,
Governor of South Carolina.

THE WHITE HOUSE

WASHINGTON, DC,
March 3, 1994.

Hon. CARROLL A. CAMPBELL, JR.,
Governor of South Carolina,
Columbia, South Carolina.

DEAR CARROLL: Thank you very much for your letter of March 1. I want to take this opportunity to restate my long-standing principles on education reform and to reenergize the bipartisan spirit that has served us so well in the past.

You and I—and many other elected public officials—have long believed that the key to meaningful long-term education reform lies in clearly stated national goals coupled with maximum feasible flexibility for States and localities to devise and implement their own plans for achieving those goals. Schools should be held accountable for results—not for complying with a discouraging maze of micromanaged bureaucratic prescriptions. In addition, while States have been providing the leadership on education reform for more than a decade, you and I recognized that Federal education programs must also be overhauled if State education reforms are to succeed. It was in the spirit of this shared understanding that you and I worked together on education as Governors several years ago. And it is in that same spirit that I am working so hard to promote the comprehensive agenda for lifelong learning that I presented to the American Council on Education last week.

All the legislation my administration has sent to the Congress reflects this understanding. For example, our proposed reauthorization of the Elementary and Secondary Education Act places high achievement standards for all children at the center of education reform. Under our proposal, States would be held responsible for improving student performance and would retain very broad latitude in framing their own plans. Our proposal deliberately makes no mention whatever of "opportunity-to-learn" standards. Because I believe so strongly that every child can learn, I believe that actual student performance is the best measure of the extent to which equal opportunity to receive a world-class education has in fact been achieved.

I certainly understand your concern and disappointment over some of the changes that have been made to our ESEA legislation, particularly in the area of opportunity-to-learn standards. While some progress has been made in recent days regarding opportunity-to-learn issues, much more remains to be done. Let me assure you that I remain committed to our proposal as initially drafted. Both the Department of Education and my staff here at the White House will work vigorously at every stage of the legislative process to ensure that when the ESEA reaches my desk, it does not contain opportunity-to-learn standards.

The same principles have guided, and will continue to guide, the Goals 2000 bill. As the House/Senate conference proceeds, my representatives have been directed to work hard for a final bill that reflects our long-standing commitment to the National Education Goals, to historic State and local prerogatives in education, and to bipartisan cooperation. As a key element of that effort, I have instructed administration representatives to support language on opportunity-to-learn issues in Goals 2000 consistent with the principles and framework of the Senate bill. I also believe that it is critical for States to incorporate challenging content and performance standards in their reform plans, so that Federal and State efforts together focus on student performance.

As you noted in your letter, my administration has listened carefully to the views of the National Governors Association during the year-long congressional process that has brought us to the brink of resolving a host of complex and disputed issues. I am pleased that the Goals 2000 bill has already passed both the House and Senate with strong bipartisan support. If we continue to work together and listen to one another with respect, I am confident that the final version of Goals 2000 will continue to merit support by leaders in both parties—and by every American concerned about our children and our future.

Sincerely,

BILL CLINTON,
President.

Senator PELL. The committee is adjourned.

[Whereupon, at 12:02 p.m., the committee was adjourned.]

THE CURRENT STATUS OF CHAPTER 1

WEDNESDAY, MARCH 16, 1994

U.S. SENATE,
SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES,
OF THE COMMITTEE ON LABOR AND HUMAN RESOURCES,
Washington, DC.

The committee met, pursuant to notice, at 10:57 a.m., in room SD-430, Dirksen Senate Office Building, Senator Edward M. Kennedy (chairman of the committee) presiding.

Present: Senators Kennedy, Pell, Wellstone, and Gregg.

OPENING STATEMENT OF SENATOR KENNEDY

The CHAIRMAN. The hearing will come to order.

First of all, I want to extend my apologies to all of our witnesses for the delay in opening the hearing. We were voting on measures on the floor of the Senate that obviously necessitated the presence of the members.

Particularly since there are no other Senators here, we will waive all opening statements and put them in the record and move quickly to hearing from our witnesses.

[The prepared statements of Senators Kennedy and Pell follow:]

PREPARED STATEMENT OF SENATOR KENNEDY

This morning, we continue our series of hearings on the reauthorization of the Elementary and Secondary Education Act. For three decades, this landmark legislation has been the cornerstone of federal aid to public schools and to disadvantaged children.

The Chapter 1 Program, which is one of the most significant parts of ESEA, is the largest federal elementary and secondary education program to assist the nation's poorest children. The focus of our hearing this morning will be on the results achieved by Chapter 1 and its impact on improving their educational opportunities.

It is a privilege to welcome today's witnesses, and I look forward to hearing their experiences with Chapter 1 and their perspectives on its successes and its problems. In recent years, we have learned a great deal about the education of disadvantaged children and the kinds of reform that are necessary. But as the world of education continues to change,we face new challenges and opportunities, and we need to do more to update Chapter 1 and make it more effective in light of the limited resources we have.

Today's hearing draws on the expertise of those who have committed themselves to improving educational opportunities for our poorest children and for all children. We will hear about the successes and failures of Chapter 1, and their views about why some measures have worked and why others haven't.

Since this legislation was first enacted, many worthwhile advances have taken place. The attrition rate of disadvantaged students has been substantially reduced. The gap in achievement between white and minority children has been narrowed significantly. Parental involvement has become a more important factor in educational reform.

But the educational needs of children are greater today than they were in the past. Our ability to make real improvements for disadvantaged children is limited by other social problems as well. Children who are hungry, who have no access to health care, who have lost their parents to drugs or violence, face bleak futures unless more is done to meet their needs.

Chapter 1 has had positive effects on the educational achievement of disadvantaged children in a wide variety of communities across the country. The legislation before us offers the chance to identify the most successful features and extend them to other schools, in order to make Chapter 1 as effective—and cost effective—as possible in serving all disadvantaged children.

To achieve reform that reaches all schools more effectively, we must work closely with the states and give them the support and authority they need to improve their schools. Clearly, providing children with better education is an important part of our effort to assure a brighter future for all children and a stronger future for the nation.

PREPARED STATEMENT OF SENATOR PELL

Today's hearing will focus on the Chapter 1 program, which I have called the heart of the ESEA reauthorization. We will look today at the current status of this important program. On Friday, we will hear testimony on new directions this program might take through reauthorization.

Chapter 1, or Title 1 as the Administration would rename it, is without question our most important elementary and secondary education program. With an appropriation of just about $7 billion a year, it currently aids more than 5 million children. Unfortunately, this is only little more than one-half of all eligible children.

While my own personal belief is that this program ought to be doubled in size, I recognize the harsh realities of the budget constraints placed upon us. Given that situation, it is very important that we target our resources to serve districts and schools that have the greatest need and the most inadequate resources to meet that need. I support what the Administration has sought to do in that area.

I am equally supportive of the proposals to link Title 1 funding to school reform, to expand schoolwide projects to more schools, to focus upon the education of the whole child, and to provide states the opportunity to put more resources into particularly problematic areas.

At the same time, we must not lose sight of the thrust of the original Title I legislation, which sought to bring children from less well off families into the mainstream of education. Help for poor children must continue to be a major concern of our efforts.

Further, we cannot lose sight of the fact that full participation in our society . . . in the workplace and at home . . . depends upon the ability to read, write and compute. Thus, as we focus upon the whole child, an integral part of that focus must remain the mastery of basic skills.

I look forward to today's testimony and to the proposals for change we will receive on Friday.

The CHAIRMAN. I am going to ask Ramon Cortines if he would be good enough to start our hearing.

Today's hearing is about evaluating of Chapter 1. We want to know what we can say about it that is constructive and positive—the areas in which there may be suggestions. What we can do in the future to improve Chapter 1 will be the subject of another hearing, and obviously, any comments along those lines we would welcome as well, but today we really want to find out what has been happening with Chapter 1. We will be dealing with other aspects of the Elementary and Secondary Education Act in other hearings.

Mr. Cortines, we are delighted to have you here. We know you have some very thoughtful comments and we are looking forward to them today.

STATEMENT OF RAMON C. CORTINES, CHANCELLOR, NEW YORK CITY SCHOOLS

Mr. CORTINES. Thank you for providing me the opportunity to speak today. I think that my comments reflect my experience of about 20 years of administration in California and now in New York City in working with school districts that Chapter 1 was extremely important.

I want to say that, having had the opportunity also, while for a short time, of being in the Department of Education, to work on the reauthorization, that this bill signals an important and positive change in the direction of national educational policy. By targeting national resources to children in the greatest need, the bill will better equip schools to prepare all children to meet the high academic standards.

I think that the first point that I want to make is ways that I believe that the proposed legislation will improve Chapter 1. I think, first, it targets the national resources to the children in greatest need.

Two, it focuses on high standards and benchmarks and strong accountability, and I think that is extremely important as it relates to setting standards and developing the benchmarks and strong accountability, rather than looking at just compliance or counting the beans to make sure that the children are being provided the service, but there is accountability.

Third, I think it encourages greater flexibility to improve teaching and learning. Not only do I believe that it encourages, I think that it challenges and motivates in that area.

With the new eligibility criteria for school-wide programs, virtually all schools in New York will be able to participate. New York City now has the most extensive school-wide projects initiative in the country today. The 181 schools have taken advantage of the school-wide projects.

Since September, I have visited a great many of the schools to make sure that the school-wide projects did not cheat children that were disadvantaged, that were poor, and that standards were, indeed, being ratcheted higher rather than there being a several track system within the school. I am pleased with what I observed.

I think, fourth, this supports and sustains a high-quality professional development. I think that it looks at the entire school community as it relates to professional development and looks at an integrated approach to professional development rather than teachers having professional development, administrators, those that are dealing with Chapter 1, parents of Chapter 1, but it looks at the entire school community.

Fifth, I think it emphasizes the parents as partner through school-parent compacts. That is not going to be an easy one, and there is some tension periodically between staff and between parents, but I do think that for us to improve the learning for our children that the program is intended for, that there has to be an equal partnership with the parent.

Those are the things I think under that point that are important.

The second point I want to make is the planned increase in Title I funding coupled with the new targeting formula will enable us to expand and strengthen a successful Chapter 1 initiative. I think that the issue of early childhood intervention programs and our programs of Chapter 1 supported Super Start with the pre-kindergarten programs are extremely important. Our programs, both in New York and the programs that I developed in California as it related to successful summer programs for these children, are extremely important.

So those two points are extremely important.

I do want to point out that in the current Chapter 1 program, funds are spread too thinly to achieve the program goal. According to the current formula in New York, it is able to serve only those schools with poverty percentages of 62.23 percent or more, while in some communities children in schools with poverty percentages as low as three percent receive services.

I think that with the new formula, that in New York City we have 406 children that are performing, 6,000 that are performing below grade level, yet we have only the resources to serve 237. One in two students is going unserved. With the new plan, we can better serve children.

Let me stop there, because I think the points that I would cover will be covered by others in the testimony.

I think that one of the issues that we constantly need to be asking ourselves that people are concerned are the poor, are the disadvantaged children that the money is intended for. Are they really going to be served in a school-wide program?

I believe that it is the responsibility of school systems to see that children are served. My experience with school-wide projects, both in California and New York, that if they are monitored correctly, if the professional development emphasizes a school-community effort, that indeed the children that the money is intended for are not going to be shortchanged.

Thank you.

[The prepared statement of Mr. Cortines may be found in the appendix.]

The CHAIRMAN. Thank you.

I know you have to leave in about 15 minutes. I will divide the time among the three members.

Mr. Cortines, you made comments about the inadequacy of the funding in terms of coverage, and you also made the point that it is too thinly applied. I think that there is a general awareness and understanding of that, and I think the administration in their budget has asked for significant increases. I think it is $700 million this year and over $1 billion next year and continuing in the future.

Could you talk for just a moment about the rules and regulations at the local level? I was recently at the Robert Frost School in Lawrence, in one of the neediest areas in our State. Many different immigrant communities have been drawn to Lawrence. Lawrence does remarkably well in utilizing computer systems and also in upgrading skills for teachers with respect to computer literacy. They receive about $1 million a year, and they take ten percent of that and put it into computers. I think that they have just made that decision, in spite of what the rules and regulations say about on it.

Can you make a comment about flexibility at the local level and what a difference that can make? We are in the process now, and will continue this afternoon, actually, our conference with the House on the GOALS 2000 and talking about providing greater kinds of flexibility. What kind of difference can that make, from your own experience?

Mr. CORTINES. I think that the flexibility does make a difference. I think, though, that the system has to be responsible for setting some parameters and we need to use the data of what we know about the students, but in giving that data to teachers and administrators and parents at the local building level. They need to have the responsibility to develop the kind of program for their children.

I do not believe that it works well when it is a mandated program from the central office or wherever. I think that flexibility is important, but flexibility needs to take into consideration that there have to be some parameters around that, based on the needs of the students.

I think if we truly provide the professional staff with the opportunity, that they will rise to that situation. I think that we cannot give them the responsibility with a great many strings attached. I think that flexibility means flexibility, and they need to have that opportunity.

Also, we need to understand that they are going to make some mistakes, but if they understand that from the outset, I believe that they will right those mistakes in time and the program will serve the children that it is intended for.

The CHAIRMAN. As I gather what you are saying, you give them flexibility but they have to use that flexibility to carry on the thrust of the legislation.

Mr. CORTINES. That is right.

The CHAIRMAN. We don't just want another block grant.

Mr. CORTINES. That is right.

The CHAIRMAN. If we provide this flexibility and then we find out that they pool all of these and it is just another block grant, it misses. It may be utilized effectively in some situations, but we want the thrust and the purpose for which the legislation and the appropriations are targeted to be carried through, but some flexibility within those parameters is something that can make some sense.

Mr. CORTINES. Correct.

The CHAIRMAN. Let me also just ask you, what would you say, if you had to summarize—and I know it is always difficult to do—the programs that you have experienced that have been the most effective? Could you just very quickly outline the principal kinds of components of those and maybe give references on some of them to us so that we can do some additional follow-up? You can give us some indication, perhaps later, of those that have not been.

Mr. CORTINES. I think the early intervention programs are extremely important. I think the pre-K, the kindergarten, the primary years, I think those programs are extremely important for setting a pattern for our children and young people.

Beyond the regular program, I think that the expanded programs, that means the extended day, Saturday programs, summer program, et cetera, I think the term has been used before that every child can learn with a few minutes more. I think that for many of these children, those programs really are very important to sustain what goes on in the regular school year.

I think the issue of technology as it relates to higher-order thinking skills, I think the issue of an integrated curriculum rather than a compartmentalized one, is extremely important.

I think that the whole issue that helps the child learn about being a learner is extremely important. We don't talk about that much. We tend to provide opportunities and do things to very young children rather than helping them understand the learning process and their role and responsibility in that, and that really is in the early years I am talking about.

I think that we have the data and we know a great deal from third through fourth, fifth, and sixth, and we do not use the data to individualize the kinds of needs that children have as it relates to reading skills, through a creative, substantive language arts program, in a math program that relates to the world in which they live. I think at that particular level, it is important.

I think, also, the issue of conflict resolution and helping children learn to work together and to live together is extremely important at those elementary years, and I do not believe that that should be an abstencia of the actual substantive instructional program. It is extremely important because we can trace when children have not learned to live together, that are disadvantaged at an early age, that there are problems in the middle and senior high schools.

I think at the middle school level that we really do not pay attention to how children grow and develop, and I think that the professional development of helping staff understand the kinds of changes that happen with young people, children that are going from being children into puberty, the teenage years, the things that happen to them and how that affects the instructional programs and the kinds of programs that we need.

Professional development is extremely important at that area for staff, but content development is extremely important. Teachers need to be able to have a substantive content area that they can use different strategies with the content to turn on various kids that are tuned out. If they have a very thin layer of content knowledge, they just miss many of our young people that are borderline students.

The senior high student is an interesting one, because they have learned and they hide many of their inadequacies from us. We need to have some special programs, not separate but special programs, within a school that really—it is almost like a mainstreaming program. They need special attention, but also, they do not need to be separated. They need to be involved in the total school program.

We need to be looking at the personnel we assign to students at the senior high school level, not catch as you catch can, not those individuals based on, pardon me, union contracts and other things have the right to be assigned under the contract, but we need to have the very best people and we need to have stability with those young people at the senior high school level. They are as fragile as our kindergarten and first grade kids are fragile. We don't think of high school kids as being fragile, and they way they let us know how fragile they are is through violence, is through drop outs, etc.

Those are just a perspective from my experience.

The CHAIRMAN. Those are excellent, very helpful comments.

Senator Gregg?

Senator GREGG. Thank you, Mr. Chairman.

When you talk about content standards, can you give me specifics of what you are thinking about?

Mr. CORTINES. My specifics is that I believe there is a body of knowledge that school systems should identify, that young people should come in contact with. They should be given the opportunity to have the opportunity to learn that, and we should be held accountable for seeing that children and young people do learn that. I think the strategies or the methodologies of how that body of knowledge is presented should be left to the individual school.

But I can tell you in New York City that we do not have a curriculum. We are now working on it, establishing what first graders and second graders and third graders should know and be able to do, what the standards of learning should be for subject areas in some of our middle schools and senior high schools.

I think that because we have a high proportion of immigrant students, of poor students, that we lower our standards and there is mediocrity. I believe that we need to set high standards and then provide the opportunities for children to meet those standards. We blame the kid. It is not the kid's fault, it is our fault, and that is what I was talking about in the strategies.

I believe that if a teacher knows content substantively, that they will be able to present the information in a way that all children will be able to grasp that. But I think the school system has a responsibility to say what those content standards are.

How do you arrive at that? Teachers, parents, administrators, higher education people coming together.

Senator GREGG. You said a lot there, and very substantively. But if I understand it, it is basically that the school system or the State should define the content, but the methodology of teaching that should be left to the school and the teacher and the principal. Is that a quick summary of what you said?

Mr. CORTINES. Yes.

Senator GREGG. That gets us into another debate that I won't get into right here.

In that concept, obviously whether a school system wants to teach basic skills through a process of repetitiveness or whether they want to teach it through a process of some other manner of instruction would really be left up to the local schools then, as I understand it, the local teacher. In other words, the person should learn how to do multiplication in the third grade, but how that multiplication is taught really should be a local teacher's decision or a local principal's decision. Is that right?

Mr. CORTINES. I would agree with that, but I need to take it a little further than you have. Multiplication tables just for multiplication tables, I don't believe serves much of a purpose. I want that tied to something in a very practical way so that young people understand the process of multiplication, how you use that, and how that process is a part of the development of a higher-order thinking skill, the use of logic, the use of reason, that it is not just memorization.

Senator GREGG. Right.

Mr. CORTINES. I need to say that.

Senator GREGG. I think that is a reasonable view.

Do you have any thoughts on the whole math-science area and the Eisenhower programs and things like that?

Mr. CORTINES. I do, but I did not think that—I can respond to that. I felt very strongly about the Eisenhower program. The department has felt that that should be a part of the professional development. It is my hope that school districts, and we will continue to use it for math and science and technology, regardless of how it comes to us in New York City.

It was a cornerstone of the professional development program for math and science in San Francisco when I was superintendent. It was extremely important. It was the only moneys we had to, I believe, ratchet up the skills of teachers and staff in the professional development area.

It is my hope that I will continue to use it that way, regardless of how it comes. I worry that some might use it in a different way. I see that for many of our disadvantaged children, that unless they get the basic skills in math, unless they have the opportunities in science, because I believe science is not for science's sake but it is for the purpose, for me, really provides opportunities to develop the higher-order thinking skills and reasoning and logic and judgment. It is extremely important.

Senator GREGG. What do you worry about specifically in the proposal?

Mr. CORTINES. I worry about that some school districts will use it for other professional development activities other than what I feel is a priority, based on my past experience of teachers needing to have more specificity as it relates to math and science based on their prior training in teacher training institutions.

Senator GREGG. So you think the narrow way that it has been used to date is more appropriate than expanding its flexibility?

Mr. CORTINES. I am aware of the department's position. My position is different.

Senator GREGG. I am just trying to get a sense——

The CHAIRMAN. I understand that you have a 12:00 plane. We know that you can make it if you leave here by 11:30. [Laughter.]

I will divide that time between Senator Pell and Senator Wellstone, if you can just stay for a few minutes. I will have transportation for you downstairs.

Senator PELL. I have just one question, and that is the administration sets the percentage for school-wide projects, I think 65 percent for the first 2 years and 50 percent afterwards. As of now, I believe the percentage is 75 percent and it goes down. What is your view with regard to this suggestion and alteration?

Mr. CORTINES. I support the administration's proposal and believe for the children of New York City that we would be able to provide services for more children in more schools, etc. So I would very much support the administration's direction.

Senator PELL. I yield back the balance of my time. I know the time pressures.

The CHAIRMAN. Senator Wellstone?

Senator WELLSTONE. Thank you, Mr. Chairman.

Thank you, Mr. Cortines. Let me try and ask you a couple of questions that are within a really quick time frame.

One of them is this whole issue of negative incentives. The more poor students or the worse the test scores, the more dollars come to a community in Chapter 1. Do you have any sort of perspective about how we can begin to turn that incentive around?

Why don't I ask you all my questions. Then you can do one quick answer and then you can rush out the door and then you can do an O.J. Simpson at the airport and get to the plane.

The second question would be whether or not you feel that there is adequate teacher training of Chapter 1 that is directly related to working with those students, and I especially am interested in the parental involvement, whether that is built in or needs to be built into teacher training.

The third is that at some point in time, I would love to discuss with you—not today—this whole issue that we have been debating here between, on the one hand, rigor—as a former college teacher, I feel strongly about that; standards—I feel strongly about that; accountability—I feel strongly about that; and making sure that each and every child has the same opportunity to, in fact, meet those standards and to succeed and what that implies, and I feel strongly about that.

Mr. CORTINES. I think that you have said what I would say.

Senator WELLSTONE. I have?

Mr. CORTINES. Yes.

Senator WELLSTONE. Oh, good.

Mr. CORTINES. From the standpoint that I think we do a disservice to disadvantaged and poor children by treating them differently and not setting high enough standards for them. I think that we set up straw men of ethnicity, linguistics, single parents, where they live, et cetera, rather than looking at providing the opportunities. That is the reason that I talk about it.

Yes, some kids are not going to get it in the regular school day, so you extend the school day. You have a Saturday program. I have the results of a Saturday summer school done with Chapter 1 in San Francisco that has positive result for those particular children. We had a critical mass, enough students to show that it really worked.

I think summer schools that are more than remediation—whether we like it or not, our Title I programs or Chapter 1 programs, in many cases in our schools, have become remedial programs rather than programs that have high standards and look at the potential of poor children of being gifted, talented, and maximizing that potential.

I believe that that is the way the new direction is moving us, and it is going to take a great deal of professional development. It is not going to happen overnight, and we are going to make some mistakes, but I believe that we are moving in the right direction.

The CHAIRMAN. We will hear from Marshall Smith on this.

John Williams, the great composer of music with the Boston Symphony and the Boston Pops, told me the other day that when the Greeks were—for about a 200-year period—the great mathematicians, the way that they learned math was through music.

We have ten schools in Boston now that are working with music with the Boston Symphony and the New England Conservatory. It is enormously interesting. I understand one of the very important programs is in Harlem where they are doing that.

Would you give me some information on that? I would like to come and see it, but I understand the development of those math skills has just been extraordinary. Am I correct?

Mr. CORTINES. The answer is yes. We really exclude some of the very important subjects that could really help disadvantaged children, and we overlook many times music and art and the issue of science, where we really could grab those kids and turn them on. There is evidence of that across America in programs, and we need to be encouraging that rather than saying, well, we can only do the basics. The basics is music and art and science, as far as I am concerned.

The CHAIRMAN. Could you send us a little note on that? It would be enormously interesting.

Thank you.

Senator WELLSTONE. Thank you. I would like to follow up, maybe, with some questions.

The CHAIRMAN. Thank you very much. I thank the other witnesses for letting us proceed out of order.

The CHAIRMAN. We next have Marshall Smith, Under Secretary, U.S. Department of Education, and a distinguished dean in education matters and a long, illustrious career in terms of public policies and education. We are fortunate to have you in the Department, and we look forward to your comments.

STATEMENT OF MARSHALL SMITH, UNDER SECRETARY, U.S. DEPARTMENT OF EDUCATION

Mr. SMITH. Thank you, Mr. Chairman.

I am at your pleasure. I know that you are strapped for time, and I would be glad to forego reading the short statement that I have and turn right to questions, if you would like.

The CHAIRMAN. Why don't you just do the very brief summary, because I know that it is built upon studies that were done. We will file your statement. Maybe you could just speak for five or 6 minutes.

Mr. SMITH. I will do 5 or 6 minutes.

The CHAIRMAN. Good.

Mr. SMITH. I was asked to focus on the findings of the national assessment of Chapter 1, which was a congressionally mandated study a couple of years ago. Since the release of that study, of course, the administration has made its proposal, so I will actually comment on both and look at the relationships between the two.

I will start with how well is Chapter 1 working, which relies on the assessment data, and then turn to some implications for the reauthorization, and I will do it quickly for you.

If we think about Chapter 1 and how well it is working, I think we have to go back a few years and put it in perspective. That perspective, I think, is absolutely critical, because Chapter 1, along with a variety of other forces, worked very positively on the test scores of the poor and the disadvantaged minority kids in this country.

In my written testimony, you will see an Exhibit 1, which shows that over the period of time between 1970 and about 1985 or 1986, the test scores of minorities and whites came together. The gap was closed by at least a third; in some cases, by about a half. Chapter 1 played a major role in that particular closing of the gap.

Since 1990, however, the gap has begun to open a little bit, and this is due to a number of different things, including the increased poverty in the country, but I think it is also due to a change in the way that we are thinking about schooling.

During the 1970s and early 1980s, while the gap was being closed, the focus was on basic skills, a very narrow definition of basic skills. Many of the tests were focused on that narrow definition, and the pedagogy in instruction in Chapter 1 was focused on that.

That all came together. That is, the test measured those basic skills, Chapter 1 focused on them, many of the schools that these kids went to focused on them, and their scores went up.

Since then, we have begun to realize that the economy and the democracy of the future require more than just those basic skills, and they require more, in particular, for the poorest and most needy in our society. They require the kinds of challenging skills that Mr. Cortines was talking about.

That has begun to change the nature of pedagogy in this country, and as a consequence, the gap is beginning to open again because these kids are the least likely to get the kinds of new pedagogy and new attention that they desperately need. They are far less likely than kids in the suburbs in getting that.

So the Chapter 1 has had a positive effect over time, but it has gotten stale, in effect. It is not now teaching the right kinds of things.

You see this in data from Prospects, which was the longitudinal study part of the assessment, that now Chapter 1 is having almost no effect. That is in Exhibit 2 in the written testimony that I gave you.

You can look at the particular features of Chapter 1 and begin to determine why it is not having the effect that we would like it to right now.

First and perhaps most important is that most Chapter 1 programs rely on a pullout model for supplemental instruction, independent instruction from the regular instruction in the classroom, done by different teachers, often with different purposes and aims. As a consequence, you get a disjunction between the curriculum of the Chapter 1 kids and the curriculum of the regular classroom.

It also results in some very strange phenomenon. Fifty-six percent, for example, of elementary classroom teachers report that students missed classroom reading and language arts instruction while they were receiving Chapter 1 reading and language arts instruction. So here are kids actually pulled out of reading classes in order to get reading instruction. It wasn't supplemental instruction in any sense of the word, it supplanted the instruction that they had.

Chapter 1 instruction generally adds up, under this model, to an average of about 10 minutes of extra instructional time a day—10 minutes of extra instructional time a day, at $1,000 a year. It is a very expensive way to gain a little bit of instructional time.

So the pullout model does not work in that regard. It does not extend the time.

The second feature is that the focus on basic skills has unintentionally lowered the options for students in Chapter 1. It has led to different curricula for Chapter 1 kids than the curricula for suburban kids. We basically have a major two-track system in our country, particularly in elementary school. We have one track for our kids and we have another track for the kids who are most at risk. We have to stop doing that. We have to expect the same of those kids. We have to give them the same opportunities. We have to give them the same challenges.

What are the implications of all this for reauthorization? The first major implication is that you have to have challenging high standards for all of the kids, all of the kids, the same high standards for Chapter 1 kids as for other kids, as for suburban kids. This is what GOALS 2000 calls for. There is no reason not to have the same content and performance standards set up in GOALS 2000 reform States used for Title I as they are used for all suburban kids.

The second thing we need to do is focus much more on teaching and learning. Chapter 1 needs to improve the entire curriculum and serve all the students in the high-poverty schools by expanding school-wide programs. It must provide schools with intensive staff development, as Mr. Cortines said. It must limit unnecessary testing by integrating the testing programs with the State testing programs. It must emphasize greater instructional opportunities through extending the school day, and it must have monitoring and enforcement strategies that focus on continuous progress.

These are obvious points. They are underscored by literature that not just comes out of the assessment, but comes out of the last two decades of our understanding of teaching and learning.

The third thing that has to be done is we must have flexibility. Ray Cortines mentioned the issue of flexibility. We have to have flexibility and we have to have it in exchange for clear accountability. We can do that in the context of clear standards. We can give flexibility at the local school building level. We can hold schools accountable for bringing all kids up to those standards. It is very straightforward. We can only do that if we have clear standards, if we have a clear mission for those schools to achieve to. If we have anything else, accountability doesn't mean anything.

Fourth, we have to have greater opportunities for connecting families and communities with schools. We have to have stronger parental involvement provisions. We need to increase opportunity for integration of services, and I believe we need required health screenings in high-poverty schools. It turns out that an awful lot of the kids come into kindergarten, first grade, second grade, third grade, have not even had a health screening. It is a very simple thing to do. We can help to do that through our school districts.

Finally, there must be concentrated funding to high-poverty schools. I realize it is controversial, but study after study after study has pointed out that there are a lot of quite low-poverty schools which receive Title I funding and a lot of high-poverty schools which don't. I can provide to you reams of data on that. I don't need to go through and cite more data, because I think we all know it. There are schools with five and six and seven percent poverty kids receiving Title I funds. There are a lot of schools with 50 percent poverty kids that aren't receiving Title I funds. It can't be clearer than that.

Finally, I think that the evidence indicates that without fundamental changes, the children who are Chapter 1's primary concern will be left behind as we enter the next century. Chapter 1 must become a strong partner in our national effort to reform American education. It must help provide our neediest students with the same opportunities that our most advantaged have. We have the chance through this reauthorization to help make that happen.

John Dewey once said, what the best and wisest parent wants for his own child, that must be what the community wants for all of its children.

Thank you.

[The prepared statement of Mr. Smith may be found in the appendix.]

The CHAIRMAN. Those are very constructive suggestions.

I want to go back, if I could, to the early part of your presentation, where you spoke about how the disparity between whites and minorities had narrowed and then it expanded. You mentioned that the increased number of poor children is one of the factors, and then I think you talked about the change in terms of community attitudes, was it? Could you elaborate about that?

Mr. SMITH. You mean recently?

The **Chairman**. Yes.

Mr. **Smith**. With what is happening now, that in fact the gap seems to be opening up a little bit?

The **Chairman**. Yes.

Mr. **Smith**. We have had some increase, as you know, in the number of poverty kids in the country, but I think there is more going on. It is not just that increase.

A second factor is that we have had a leveling out of the education level of minority parents. In fact, it increased rather dramatically into the 1970s and into the early 1980s. As we know, particularly for mothers, the education level of mothers of kids has a great influence on the education of the kids themselves. But that has now leveled out, so we no longer have that influence pushing together the scores.

Instead, what is happening, I believe, at the school level——

The **Chairman**. You mean the numbers of better educated mothers——

Mr. **Smith**. Seem to have leveled out, yes.

The **Chairman**. I see.

Mr. **Smith**. So you no longer have this pressure pushing the scores together.

But the third point is that the schools are beginning to change. We have been talking for the last seven or 8 years now about changes in science, about changes in the way kids learn, about the need to have more interaction in classrooms, about the need to really challenge kids with depth and not just try to cover a lot of material.

Ted Sizer has now been talking about it for 10 years, Lauren Resnick, a variety of other people who have really studied this area understand how kids learn and are able to learn.

What seems to be happening in a lot of schools is that the curriculum is changing. There is more focus on depth. There is more focus on problem solving. But most of those schools are in the suburbs. They are not in the inner cities.

So as a consequence, what you have is the beginnings now of some increases in the scores of kids who are in the suburbs and not a concomitant increase in the scores of kids in the cities. That, along with the poverty increase, is going to begin to enlarge that gap again. Instead of, as we had all hoped, it would continue closing, in fact, it has now opened up a little bit. It is opening up on both sides of the equation.

The **Chairman**. Let me just try and follow up, because we have other panels here, but this is fascinating. We will ask six-minute rounds.

You point out that over 50 percent of the students are taken out of the classroom in order to have additional course in reading and writing skills. These decisions are made at the local level or at the State level. I mean, you are talking about 10 minutes a day.

We always are examining the heavy hand of the Federal Government in imposing these conditions at the local level, but the kind of thing that you are talking about is stupidity in terms of treatment of these kids. Why is that so? What are the political forces that drive it like that?

There was always the question whether kids would come on Saturday mornings. In Dade County, they opened that process up, and it was flooded with kids wanting additional time, parents bringing their kids down, to try and help the kids out.

The parents are interested in it. What are the pressures locally that drive it to this kind of arcane way of proceeding?

Mr. SMITH. I think there are two main pressures. The first is a pressure that actually comes from a combination of the Chapter 1 law and tradition. The part of the Chapter 1 law that drives it is the supplement, not supplant, provision. It is the provisions that attract the dollars to the children. It has turned out to be easiest for schools to be safe on that provision by actually pulling kids out and having Title I teachers who are paid for fully by Title I money and only Title I kids in those particular classes to justify, to show that, in fact, they are following the supplement, not supplant, provision.

That grew up as a provision in the early 1970s. A lot of the guidance came down that suggested that pulling out was one safe way of doing it. It has continued to be seen by both States and local governments and by schools as the way to do business. Once you start a way to do business like this, it is very hard to break it.

So when you look back at data in the late 1970s, about the same percentage of kids were being pulled out, even though a lot of people have suggested, as you just suggested, that there are other things that can be done.

The second issue, I think, is that if you move to some sort of extended day, which is similar to the Saturday mornings, you are extending the amount of time in a very clear fashion, in order to do that, you often have to work through teacher contracts, either that or work through a different set of service providers. That turns out to be difficult organizationally, so school systems have stayed away from it. They have stayed with what is easy, what is conventional, and what fits the rules.

The CHAIRMAN. Senator Gregg?

Mr. SMITH. Just one more sentence on that. That is one reason why I think a lot of us are really firm proponents of the school-wide project approach. It allows you to pull out if it makes sense to pull out for something that really works, like the reading recovery program for kids. But it also says to you, look, you have a responsibility for thinking about the way the entire school operates, for thinking about the entire school day for these kids who need the help the most. It is not just the Title I part of the day that is important, it is the entire school day.

Senator GREGG. How do you do that in the context of labor union contracts and the costs which are generated?

Mr. SMITH. If you are dealing with the entire school day, you can do it. What a school-wide project would do would be to take off, in effect, the supplement, not supplant, provision. It would allow you to consolidate, combine the Chapter 1 funds with other funds in your school in return for a plan and in return for accountability and in return for some technical assistance coming in. But you would have to address those problems of those kids throughout the entire day, and you would work with all of your teachers in such a way that reading wouldn't be thought of as only taught during the Chapter 1 time.

Reading, actually, in elementary schools, in good elementary schools, is taught all day long. It is taught in your reading class, it is taught in your math class, it is taught in your science class, and so on. It is taught by people that have that sense of responsibility.

If we have pullouts now in the way that we do, we lose that sense of responsibility for the regular classroom teacher, that is, responsibility for teaching that kid how to read or teaching them math or whatever they are pulled out for.

I think it is certainly possible to do the school-wide part of it without stepping on a contract. Extending the day, going on to Saturdays and so on might take some negotiation. The administration in this proposal emphasizes extending time. We would like to see that happen. We encourage it, we don't require it.

Senator GREGG. In that area, a lot of the schools which both have a high percentage of people who are low income and also just find their budget stressed, especially in rural communities, find that a significant amount of that pressure comes from the allocation of resources which the Federal Government presently puts on their back, specifically, the effect of 94-142 and the fact that the Federal Government's funding of that is well below the 40 percent that was originally presented is going to be the partnership effort. It is down to, I think, about six percent or maybe four percent.

Mr. SMITH. Six percent.

Senator GREGG. Six percent. I recognize it is not addressed in this, but shouldn't it be addressed? If you are going to really get to the allocation of resources and the Federal Role in elementary and secondary education, shouldn't you be addressing this as part of this reauthorization bill? I know the 94-142 is coming up separately——

Mr. SMITH. No, I think it does come up in this.

Senator GREGG. It is the driving force right now that affects allocation of resources.

Mr. SMITH. I certainly understand the pressure it puts on a lot of different school districts. As you know, this is an authorization. It would be difficult to begin to address what are, in effect, appropriation issues.

We will be proposing a reauthorization of at least some of the parts of IDEA soon, and this is clearly a problem that is at the forefront of our interest. We understand the pressures that come down on school systems from some of the mandates in IDEA.

Beyond that, we did not address it, as you say. We intend to address it later.

Senator GREGG. On the issue of expecting all the students to reach the same high standard, all students obviously aren't going to reach that standard if you set it at a reasonably high level, correct?

Mr. SMITH. Ray Cortines said that an awful lot of kids, if given a little bit more time, can reach the heights that we wouldn't have otherwise expected.

We have what I like to call existence proofs. We have hundreds of existence proofs, the best known being perhaps the Jaime

Escalante example, where groups of Hispanic kids came into a school. Those kids were expected to achieve in mathematics at a very low level and they ended up achieving well on the advanced placement exam. But it wasn't only Escalante that did that, it was his next door classroom, it was the next door classroom teacher, and it has carried on beyond Escalante. There are a lot of other examples like that.

If the time and effort and energy is put in, particularly put in early, because it builds on kids, even though in Escalante's case he took them in ninth grade, we can do wonders for kids. We don't know how much they can achieve at this point. We do know from a lot of research that we are totally underexpecting. We have underexpectations for what they can do.

Let me give you another example.

Senator GREGG. You are basically saying that there is never going to be a bottom ten percent, a bottom 20 percent in any certain group?

Mr. SMITH. No, I am saying that we don't know. We really don't know what kids can do.

Every kid in Japan now in seventh grade takes algebra.

Senator GREGG. That is not my question.

Mr. SMITH. About 15 percent of our kids in eighth grade take algebra. We have a different set of expectations about what kids can do.

Senator GREGG. That is my question. If you are going to set a high standard by definition, it has to be higher than something. Therefore, there is always going to be somebody below that standard, is there not?

Mr. SMITH. If we set a high standard now, there will be lots of people below it. That is for sure, you are right. But perhaps 10 years from now, there won't be people below it.

Now I think as a society, we would then move to set another standard. We would raise the bar a little bit. But in the meantime, we would have brought an awful lot of people up to a level where they could be competitive.

Senator GREGG. I guess my question is this. Are we going to set a high standard, or are we going to set a low standard, call it a high standard, and create mediocrity as the force here?

Mr. SMITH. Any effect that I have on it, it will be a high standard. I believe it will be a high standard. I believe the Secretary is committed to that and the people working under him are committed.

Senator GREGG. I think that is an appropriate approach, but I guess that would be my concern, that the standard not be a relative one. If it is a high standard, there are going to be some people that fall below it.

Mr. SMITH. No, I think that is right, certainly initially. Over time, they may bring themselves up to it.

Senator GREGG. But what we don't want to do is set a standard where you are starting to bring people who can obtain that standard back.

Mr. SMITH. That is right. No, I understand. That is right.

Senator GREGG. Thank you, Mr. Chairman.

The CHAIRMAN. Senator Pell?

Senator PELL. Thank you very much.

Mr. Smith, do you think the children we should serve with Chap-r 1 should only be economically disadvantaged children?

Mr. SMITH. No. I think the original purpose, and I continue to iink of it as the right purpose, is to serve kids who aren't doing ; well as they might do, but kids who are in high-poverty schools. may be a child who lives in a family that is partially over the »verty line, or even, perhaps, quite a bit over the poverty line, or ıder the poverty line. But if they are not doing well, I think they ɛed that extra help.

Part of the theory here, I think, is that low-poverty schools often ceive less resources, less good resources than other schools. They e harder to attract good teachers to. There are more difficult so-al situations, circumstances around those schools, so they have ore to overcome, often. That is why they need that extra atten-on. The kids in them are influenced by that high poverty, whether ey are poverty kids or not poverty kids.

So it seems to me that we should think of this, really, as a pro-am that focuses resources on high-poverty schools and then ei-er all the kids in those schools or the kids within them that en't doing well.

Senator PELL. If you go from the 75 percent down to 65 percent, ere will be an even larger number of pockets of poverty in the hool that will not be treated, isn't that correct?

Mr. SMITH. Pockets of poverty kids, or kids who aren't in pov-ty?

Senator PELL. Pockets of poverty kids who are not being treated cause of the lowering of the percentage.

Mr. SMITH. If we lower the percentage to 65 percent, the idea ere is to say that if a school is at 65 percent or above, that they uld treat themselves as a school-wide project, and that is deal th all the kids within that school.

Now some of those kids, as you say, would not necessarily be verty kids, but they may be poverty kids next year. As you know, ıen you are looking at the edges of poverty, people move in and t depending on a whole variety of circumstances, including the onomy, which influences a lot of it. So it is very difficult to pre-ct in a 65 percent poverty school whether a child is going to be poverty or not in the succeeding year.

Under those circumstances, it seems reasonable to think about ying to deal with that entire school, trying to work with all the ds in it in such a way that there is a really integrated program at brings all of them to high standards.

Senator PELL. Thank you very much.

The CHAIRMAN. Senator Wellstone?

Senator WELLSTONE. Thank you, Mr. Chairman.

Let me, Mr. Smith, first of all thank you for being here. I think will try and build on the question that Senator Pell raised. Let just highlight a few things that I heard you say and just kind comment briefly and then go to some questions. That way, I can ake the most efficient use of my time.

The critique of pulling out makes a lot of sense. I hope there is consensus on that. You talked about two tracks. Of course, the gedy of it is above and beyond Chapter 1, we have a lot of tracking in our schools. I remember with my own daughter, whatever they called "the group", kids know what group they are in, and it wasn't until she, in Northfield, Minnesota, finally, in fifth grade there was a teacher who said, Marcia is poetic, she is artistic, she has ability. That is when she took off.

She is a public school teacher now and I can brag and brag about her grades at the University of Wisconsin at Madison and in high school, but I will tell you, up until that time, she viewed herself as a "retard", because that is what she was called, which had to do with the tracking.

I really also appreciate the emphasis you put on clear standards—I am just quoting—and family involvement. I will just say it one more time and then get to questions, because if this is the only question, then we will have the same discussion, and we have been having this discussion in markup on GOALS 2000.

I still really worry, and I see this happening now in Minnesota, too, I really worry about this focus on standards as in testing 12th, eighth, fourth grade, or however you do it, certainly 12th grade as a condition for graduation. I see it without, and I use your words, the same opportunities for each child to do well as being punitive. You can't have one without the other.

My fear is that given these budgets we are working within, we will have all this great discussion about standards and we are not going to enable many of our children to have the same opportunities to reach those standards. I think that is the contradiction of what we are doing.

Thus, my question. When I was listening to Senator Pell's question about low-income children and I was looking at some testimony about the rise in poverty of children, and then I look at the budget, what percentage of low-income children are actually going to be served by this appropriation? That is my first question, much less kids with special needs.

My second question, and you can answer both of them, is given the administration's formula, what is going to be its impact on the smaller town and rural areas? I will just tell you right now what I think I am going to grapple with is what I think is an outrageous tradeoff. I know people on the commission did good work. I know why we are trying to change this formula toward concentration of poverty.

But I am worried that in some of the smaller town, rural communities with less of a concentration but with children no less in need of special support, that we are going to be having a tradeoff of kids who really need the support who aren't going to get it any longer in communities that are also financially strapped because they don't have the property tax to draw on in rural America, versus where it is going to go.

Of course, that is my frustration about the budget we are working with and that is why I think we should transfer more from other places in our economy, but could you kind of speak to this?

Mr. SMITH. Let me try. There are three questions.

Senator WELLSTONE. Then I have one quick one on training, teacher training.

Mr. SMITH. There is an opportunity question that you asked, there is a question on the percent of poor kids——

Senator **WELLSTONE**. And also where the rural fits into the equa- on.

Mr. **SMITH**. And the rural, right.

On the opportunity, you and I are in complete agreement. I also elieve that it is a charade to hold people to high standards if you on't give them the opportunity to learn to those standards, an ab- lute charade.

I think of our proposal for the ESEA reauthorization as a vehicle r helping to provide that opportunity. Let me just sketch out the ur parts of it I think are really critical.

Senator **WELLSTONE**. That would be helpful.

Mr. **SMITH**. Most of the money in this proposal goes to the most eedy kids in society, the $7 billion to Title I kids or Chapter 1 ids, money to migrants, money to the neglected and delinquent, oney to kids who are limited English speaking and so on. That really critical, because it begins to give them the extra resources at they absolutely need. That is one leg on a stool of beginning provide opportunity.

A second leg, from my perspective, is a really well-qualified aching force. We have a long way to go for that, I believe. If we e going to ask our teaching force to teach more difficult content, order for them to do that, they are going to have to do it in ways at they haven't done it before. They are going to have to change eir pedagogy to do it. They will use a variety of different strate- es, and it ought to be a local decision, but I think in the long run, lot of teachers are going to have to change the way they do it.

That is why Title II in this bill is a focus on professional develop- ent, a nationwide strategy that cuts across everything——

Senator **WELLSTONE**. And a quick interruption. I think this na- onal writing project has actually been quite successful.

Mr. **SMITH**. I agree.

Senator **WELLSTONE**. I want to just mention that to you, because hink it is being cut.

Mr. **SMITH**. Well, it is——

Senator **WELLSTONE**. Keep talking. I just want to throw that in.

Mr. **SMITH**. We can talk about it later, right.

The third leg on this stool—so we have focusing the money on e most needy and we have professional development—the third is to have a safe school, a safe and drug-free school. So we are tting a lot of resources into safe and drug-free schools.

The fourth leg on the stool is that you have continuous chal- nges, you have continuous ways of experimenting. So we have ed to build in a variety of different places where we have dem- stration projects, experimentation projects, and so on.

If you just had those four things and you just kept pushing them a really focused, coherent way, in the context of GOALS 2000 forms, you would begin, then, to have the opportunity to give ds, all kids, a real opportunity. It works as a mechanism because is coherent, along with the GOALS 2000 bill. If it isn't coherent th that, it is not going to make it.

Senator **WELLSTONE**. I see the framework, and my time is about , but my question is—and I appreciate it, I really think what you e saying makes eminently good sense and I almost like as much e way you are saying it as what you are saying, because you seem so committed to it—but my question is, given the appropriation, what is the gap? It sounds good, the need versus what we are spending, and I am still interested in this shift in the formula. Where do therural——

Mr. SMITH. OK. I am sorry to cut you off. You were going to say——

Senator WELLSTONE. No, that is fine. I have talked too much.

The CHAIRMAN. We are not going to put that to a vote. [Laughter.]

Senator WELLSTONE. I knew that was coming from him.

Mr. SMITH. Minnesota, Wisconsin are hurt by the proposal, Iowa, Maine, and they are hurt because they don't have high concentrations of poverty. They have poverty throughout, but they are not high concentrations of poverty.

In rural communities, I mean, I spent 6 years in Wisconsin and I know it well, there is a lot of poverty in Wisconsin in many of the rural communities. It isn't of the same degree as it is, perhaps, in the South, perhaps in some of the areas in the Southwest. The differences in the levels of poverty in Wisconsin might be 25, 30 percent poverty. There are some which, in fact, will benefit a great deal, but when you compare it to the very high poverty rural areas of the South, which are up around 60 percent, 70 percent, 80 percent, it is not even close.

I think the short answer to this is that the moderate poverty areas and the Midwest rural areas aren't going to be helped by this. Very high poverty rural districts of the South and high poverty rural districts, Menomenie, not Menomenie town but Menomenie Indian Reservation would be helped a great deal by this formula.

It is a fairly dramatic formula, and we put it out there because we really believe that it is critical to have that kind of dramatic representation of the need expressed. It doesn't mean that we are not ready to listen and think and work with you to come up with one that fits all of our needs in a good way.

On the percent of poor kids, I don't have a specific number. I will get it for you. There are about 5,500,000 kids served by this program. There are nine or so million poor kids, but there are some of those 5.5 million that are not poor kids, so I would have to——

Senator WELLSTONE. As defined.

Mr. SMITH. Yes.

Senator WELLSTONE. By the way, I said this morning to the chairman, even this definition of poverty, I think it should be revisited. We keep pegging everything on it.

Mr. SMITH. Yes, we do.

Senator WELLSTONE. It goes a long way back.

Mr. SMITH. Oh, yes.

Senator WELLSTONE. Thank you, Mr. Chairman.

The CHAIRMAN. Very interesting, very helpful testimony. Thank you very much. We will include, as I mentioned, your full statement in the record.

Mr. SMITH. Thank you very much.

The CHAIRMAN. Our second panel will discuss the demographics of poor children. With us today is Wendy Puriefoy, President of the Public Education Fund Network, a network that connects the local education foundations in many cities in the effort to help and improve the schools in each of these cities.

Also on our second panel, Linda Morra, Director of Education and Employment Issues at GAO. Over a year ago, I asked the GAO to take a look at the 1990 census data to make analysis to help guide us in our Federal programs. Linda will discuss the results of those findings.

Finally, we have Kati Haycock, Director of the Education Trust at the American Association for Higher Education. The Education Trust joins school districts, communities, and higher education institutions in school improvement efforts.

We would like to welcome everyone here on the second panel, and we will start off with Wendy Puriefoy.

STATEMENTS OF WENDY PURIEFOY, PRESIDENT, PUBLIC EDUCATION FUND NETWORK, WASHINGTON, DC; LINDA G. MORRA, DIRECTOR, EDUCATION AND EMPLOYMENT ISSUES, U.S. GENERAL ACCOUNTING OFFICE, WASHINGTON, DC, ACCOMPANIED BY BEATRICE BERMAN AND CHARLIE JESZECK; AND KATI HAYCOCK, DIRECTOR, THE EDUCATION TRUST, AMERICAN ASSOCIATION FOR HIGHER EDUCATION, WASHINGTON, DC

Ms. PURIEFOY. Thank you. Good morning, Senators. I would like to thank you for inviting me to testify about the current status of Chapter 1.

I am going to summarize my written testimony and ask that the full text be included in the record of these proceedings.

The CHAIRMAN. It will be so included.

Ms. PURIEFOY. I represent the Public Education Fund Network, as you stated, which is the national association of local education funds committed to achieving high-quality public education for all children, and especially those who are poor and disadvantaged. These funds operate in communities across the country and their work impacts roughly five million children in disadvantaged communities nationwide.

I also come before you as an individual citizen representative of the millions of Americans who have benefited and continue to benefit from this country's commitment to provide universal tax-supported education for its people. I come before you also as a black woman who has benefited from the Nation's commitment to provide black children an equal education opportunity.

I have three major concerns. First, the failure of the public schools today to address the needs of poor and disadvantaged children; second, the lack of public will to address the public education crisis in the country; and third, this lack of public will combined with the deplorable outcomes for poor children really make me fearful for the future of our democracy.

Unlike other testimony this morning, I will not be specific about Chapter 1, but I will speak to some larger perspectives. My job here today is to address the concerns I cited, but before doing so, allow me to briefly outline the central concerns of educators about schooling.

The generic concern of schooling is focused on human learning and development, how it takes place, under what conditions it takes place, how it is best facilitated, what its appropriate content should be, how to assess achievement, what resources are required, and how those resources are best aligned or allocated.

For educators of the poor, these questions are more complicated because of the impoverished social and economic conditions their students experience before they even attend school. For these children, the first national goal of school readiness is already in serious jeopardy.

While minority children account for roughly 30 percent of the total student population, sadly and alarmingly, they comprise nearly 88 percent of the highest poverty schools in this country. These children are more likely, as was stated early, to live in a single-parent household with an income of less than $10,000, have a parent who is on welfare and unemployed, and live in neighborhoods where violence is the norm.

The resulting developmental obstacles they encounter plague them throughout the rest of their lives. Their economic, social, and psychological deficits create problems which have now become the central concern for the schools they attend. High school graduation is unlikely, and college is a distant dream.

Despite their myriad problems, many of these children attend their local public school, sometimes the only stable institution left in their communities. Increasingly, these children are not meeting basic standards and will not be able to meet any standard unless extraordinary measures are taken on their behalf.

The schools these children attend today are not meeting their needs. They find themselves in large classrooms with less-experienced teachers, teachers who sometimes fear their students. They find themselves in dilapidated buildings without adequate supplies, and worse yet, they find themselves in schools where their performance expectations are so dumbed down as to be negligible.

Our job is to restructure these schools, to establish high standards, to provide resources so that children will be able to meet these high standards, and realign existing resources to meet their social and academic needs.

The public, my second concern, when faced with these dismal outcomes of these children, really despairs that nothing can be done. We are in a State of compassion fatigue, and they sadly attribute performance problems to the child, to their race and background, and worse yet, to the lack of what we believe to be innate ability.

The public also fears that the resources that will be spent on these children will take away from their more advantaged counterparts, so short-term interventions are designed for poor children, which in turn creates a poor learning environment for them and infects the learning environment for all children. It is long-term systemic interventions designed to address the academic need and ameliorate the social obstacles of poor children that will aid and abet their development as well as that of all children.

The changes now under consideration in the reauthorization of Chapter 1 provide the perfect opportunity to foster long-term systemic interventions and to address the needs of these children as well as their more advantaged counterparts. If this legislation fails to address systemic restructuring, the message that all children in America will hear is that they do not matter.

Why is it so important that public education of children in America, particularly poor children, matters? First, in order for the public to make it truly matter to them, that education must be outstanding and high quality. The reason why it is so critical for our children to be educated well in public schools is because public schools are inextricably wound into the fabric of our democracy.

Benjamin Barber in a recent article on "America Goes to School" linked and made an explicit link between public education and democracy by saying, the logic of democracy begins with public education, proceeds to informed citizenship, and comes to fruition in securing rights and liberties. Public schools are how a public, a citizenry, is forged, and how young selfish individuals turn into conscientious community-minded citizens.

Your challenge here in the Senate and ours at the Public Education Fund Network is to send a message to our children that we do care about them, not only because we want smarter students, better test scores, and a more competitive economy, but because we want to preserve our democratic heritage.

Our call is to foster democracy in every public school, among all students, in urban and rural communities alike, where the despair of poverty often speaks louder than the voice with the triumph of democracy.

No matter how difficult the task of school reform, the children remind us daily through their attendance in schools in large numbers and through their struggle to gain academic and social skills how important our work is. They also remind us that public education is a right and is a necessity in a democratic and civil society, not a privilege.

Our work will not be done until every poor and disadvantaged child in America can go to any public school in any community on any given day and feel the support and commitment not only of that community, but of the entire Nation.

Thank you very much.

[The prepared statement of Ms. Puriefoy may be found in the appendix.]

The CHAIRMAN. That was a very good statement.

Linda Morra?

Ms. MORRA. Thank you. We are pleased to be here today to share our findings from our study of the demographics of school age children. The data I am going to present today are largely from special tabulations of decennial census data that we did to show the changes from 1980 to 1990.

I want to take just a minute to introduce Beatrice Berman, on my left, and Charlie Jeszeck, on my right, who led the work that I am going to talk about today.

The major message that we are going to give to you today is that school-age America is changing. It is increasingly poor, more racially and ethnically diverse, and at increasing risk for school failure. This presents a great challenge for schools, especially in light of the setting and achieving of high standards that schools are doing to meet the voluntary national education goals.

The other point that we want to make today and we will be coming back to is that these problems are not limited to one geographic area. They are not limited to large cities. They are not limited to the sunbelt West. Rather, these types of children can be found in concentrations across the country.

I am going to use some graphics to help make some of the points on the demographics. The figure in front of you simply shows that from 1980 to 1990, the number of poor school-age children, and these are children ages five through 17, increased, and the number increased even as the total number of school-age children decreased by five percent.

This means that the percentage of all school-age children who live in poor families increased from about 15.3 percent in 1980 to 17.1 percent in 1990. Recent data indicate that this trend is continuing.

The CHAIRMAN. Just on that chart, I am a little confused. The first one, the number of poor children, the increase, the above-the-line is the total increase in poor children?

Ms. MORRA. Yes.

The CHAIRMAN. Now you move over to the next and it has nonpoor children. That number has——

Ms. MORRA. It has decreased. Basically, the number of nonpoor children has decreased by five percent.

The CHAIRMAN. How can you have nonpoor children be more than the total children? You see, the second line says nonpoor children. That is a bigger list than the total children.

Ms. MORRA. This is the change, not the absolute numbers, so these are changed numbers. The total children changed less, because some increased——

Ms. BERMAN. The total is the sum of the two columns.

The CHAIRMAN. I want to get on with it, but I am not clear.

Senator PELL. It would make sense if you put the little one and the other one together.

Ms. MORRA. No, you can't——

The CHAIRMAN. I am glad someone else is confused.

You can express it in words. The total number of children in the recent polls is going down, is that correct?

Ms. MORRA. The total number of children has, right, has decreased.

The CHAIRMAN. That has gone down about five percent, is that right?

Ms. MORRA. That is right.

The CHAIRMAN. And the number of all children living in poverty has gone from 13 or 14 percent up to 17 percent, is that right?

Ms. MORRA. Yes, from about 15 percent to 17 percent, roughly. What we are showing here is how these figures have changed.

The CHAIRMAN. All right. Do you have it, Claiborne? [Laughter.] We will go to the second chart and see.

Ms. MORRA. Hopefully, we will do better with the second chart. Some background for our second chart, the point we want to come back to is that school-age poverty became more national in scope. What we see when we look across the data, that large numbers of poor school-age children were retained in areas that traditionally have had high concentrations of such children, and these are large cities in the East, and in the South, these are rural counties and the South in general.

Almost 50 percent of all poor school-age children lived either in rural counties or in counties containing the Nation's 25 largest cities.

What this chart is doing is showing that if you look at the ten cities with the highest 1990 school-age poverty rates, you will find that seven of them are located in the East or the South. One of these, for example, is the City of Boston located in Suffolk County, which shows as having a school-age poverty rate of over 27 percent. The solid line that you see across the bars there is actually the average, the national school-age poverty rate.

So we are showing in this chart that the cities with the highest poverty rates tend to be located in the East and in the South. This is not a problem, again——

The CHAIRMAN. We will go on. I would have thought you would see New Haven on there or Bridgeport, Connecticut, Providence. Is this just the larger cities? These are just the larger cities?

Ms. MORRA. These are the largest ones.

The CHAIRMAN. In your testimony, do you have the high percentages of cities of less than 200,000?

Ms. MORRA. We don't have that in the testimony itself.

The CHAIRMAN. Maybe you could break that down in the testimony. I think it is interesting, because you have a number of communities that are 100,000 or close to 100,000 throughout New England and in other parts of the country that have high concentrations of poverty as well. I think it would be interesting. I would like to see where we are with that.

Is that difficult to do?

Ms. MORRA. No, we can provide you the counties, as we have here, really, with Orleans Parish and Wayne County, Suffolk County. We can provide you information on the counties that have those cities, and we would be glad to provide that to you.

The CHAIRMAN. Thank you. In some areas, as you well know, the county is not as reflective. You have the city itself and the county extends further, so in some instances it diminishes the percentage. If you can give us some information on cities—this is just a rough and dirty kind of request. I don't want you to do a lot of extensive work, but I would appreciate it, just for our own information, some information on where these concentrations are, if you can help us.

Ms. MORRA. Yes, we would be glad to do that, and I think we can provide the 25 largest and then go from there with the county analysis as we need to, and we will try to get that to you fast, without spending a lot of time on it.

The CHAIRMAN. Thank you.

Senator PELL. Particularly, I would like to see, if we could, our own capital city of Providence.

Ms. MORRA. Yes. We would be glad to provide that.

We wanted to show in the next figure that Southern States continue to have among the highest poverty rates, and we are looking at poverty different ways. The solid line is, again, the national school-age poverty rate, and what you find is that eight of the ten States with the highest poverty rates are in the South, or else they are border States. Poverty increased in seven of the eight of these States. As you can see, they are led by Mississippi.

The next point I want to make is change from 1980 to 1990, and we don't have a board to present on this today but we do have a figure, I believe it is Figure 4 in the testimony, that talks about change. What that figure in the testimony shows, and that is Figure 4, is that the number of poor school-age children grew substantially in the West and in the Southwest during the 1980s.

Of the 12 States that had increases in the school-age poverty rate of 25 percent or more over that decade, 11 of those 12 are in the West or in the Southwest. Those are the darker color on the chart in the testimony.

I want to elaborate more now on the population increases in terms of becoming more racially and ethnically diverse. The number of poor Hispanic school-age children over the decade grew by over 43 percent. The number of poor Asian children ages five through 17 doubled. While the number of poor black children showed little change, it is important to note that this group of black children experienced the highest rates of school-age poverty. Their poverty rates are 36 percent in urban counties and 47 percent in rural counties.

Finally, the number of immigrant and other at-risk children grew dramatically. Immigrant and other at-risk children grew by 20 percent or more over the decade. The at-risk population, and this is showing limited English proficient children, is found in pockets throughout the United States.

The map that we have just put up shows that one-sixth of the counties across the 47 States had school-age populations where at least 500 children or five percent of all children were limited English proficient. The point is, again, that this is lots of people's concern. They are found in concentrations across the country.

One-third of the counties also have ten or more languages in them, which presents a challenge for schools who have to deal with multiple languages.

We know that poor and at-risk children face difficulties in achieving academic success. For example, one study that we have recently completed looked at the number of children who changed schools frequently. We found that one in six of the Nation's third graders have changed schools, have attended three different schools since beginning the first grade. We know that that number is even higher for poor children, and we know that changing schools frequently relates to reading below grade level and academic failure.

Forty-one percent of those who change schools frequently read below grade level, compared to 26 percent of those who never change school. We know, furthermore, that the turnover is later related to dropouts and all the related problems of that.

Our final point and the point I want to leave with you today is that schools face many barriers. The future in this country of children in poverty is grim. We think that this emphasizes the importance of the ESEA funds. As the major program for addressing the educational needs of poor and at-risk children, we believe that it is very important to ensure that every dollar that is spent is spent wisely.

That will conclude my testimony. I will be glad to answer any questions.

[The prepared statement of Ms. Morra may be found in the appendix.]

Senator **PELL**. Thank you very much. All your testimonies will be inserted in the record as if read, if not read.

Ms. **MORRA**. Thank you.

Senator **PELL**. I think the Probe report of the Providence Schools, I think that was cited by Ms. Haycock.

Ms. **HAYCOCK**. I am aware of that. I am not sure we cited it.

Senator **PELL**. It referred to the expansion of the school day and the school year. I was wondering which of you might feel most strongly about the necessity of expanding the school year and the school day.

Ms. **MORRA**. We know that that is one option that schools sometimes select when they are given regulatory flexibility to do so. We have a report that will be coming out in the next four to 6 weeks that will be talking about what happens when States give schools regulatory flexibility, what do they opt for and what are the results, what do they know about what happens because of that flexibility.

I think that expanding the school year is one option that can be taken. It is one way to improve the schooling. However, we feel that there are other options, and what is most important is having the framework, making sure that that is being put into a framework of standards and assessment instruments so you can know whether or not that is working.

Senator **PELL**. Thank you.

The **CHAIRMAN**. We will continue with Ms. Haycock.

Ms. **HAYCOCK**. Linda just talked with you about the changing demography of the schools in our country. My job this afternoon is to talk with you about how those different groups are faring in school, about the roots of the large achievement gap that exists between groups, and about what government has done and, indeed, might do better to help to close those gaps.

Both of you have, of course, heard repeatedly, as has everybody else, that American students don't do particularly well when compared with their counterparts in other countries. I though, though, that rather than dwell on that, it might be helpful for me to share with you the answers that students make to particular questions, and then you can draw your own conclusions about whether that is worrisome or not.

Here are a few examples. At age 17, only about half of the young people in this country can do a mathematics problem that requires them to use a decimal, a fraction, or a percent. Fewer than one-half of the 17-year-olds in this country can read a paragraph in a reasonably simple text, like an encyclopedia, and then explain to you what they just read. Only about one-quarter of the young people in this country at age 17 can write what you might call a reasonably persuasive letter that takes a position on something, then mounts some arguments in support of that position.

Put a little bit differently, at age nine, virtually all of the kids in this country can name for you the ships in Columbus's armada, but only a few can tell you why he sailed. Similarly, at age 13, virtually all of the kids in this country can tell you exactly how Abe Lincoln died, but only a few can tell you why he fought the Civil War. At age 17, while virtually all of the young people in this country claim to have heard of the Panama Canal, only a few can tell you whether it shortened the sailing time from New York to San Francisco or New York to London.

In short, we have, as a Nation, been relatively successful in equipping our youngsters with isolated facts, but very unsuccessful to date in helping them to understand the ideas and concepts that link those facts together and that require them to use their minds.

If you think those numbers are bad, you ought to see the numbers on poor and minority children. Though these youngsters enter school at about the same level as other youngsters, the gap that separates them from other youngsters grows dramatically as they progress through the grades.

By grade three or four, the average minority or poor student is already about 6 months behind. By the time they reach sixth grade, they are about 1 year behind. By the time they reach eighth grade, they are about 2 years behind, and by the time they reach 12th grade, if they do so at all, the average poor or minority youngster in this country is at least three grade levels below other students.

Indeed, according to the most recent data available from the National Assessment of Educational Progress, black and Latino students at age 17 have skills in mathematics, in science, and in English about the same as white 13 year-olds.

The question, of course, is why does that gap persist? Most people in this country think they know the answer. Something is wrong with the kids, something is wrong with their parents. Those folks believe that all kids in this country are taught the same things but that some of them, especially minorities and the poor, simply manage to learn less.

The facts, however, are really quite different. Into the education of poor and minority students in this country, we put less of everything that we believe makes a difference. They get less in the way of experienced and well-trained teachers, less in the way of a rigorous and well-balanced curriculum, they get less actual instructional time, less in the way of well-equipped and well-stocked labs and libraries, and less of what undoubtedly makes the very biggest difference of all, and that is the belief that they can really learn.

It is, in the end, hardly surprising that minority and poor students do less well on standardized tests of achievement because the truth is that we teach them less.

So what does government do? Rather than addressing these lesses head on, government has chosen to use a categorical program strategy to help poor students. By now, the tendency is clear. Whenever policy makers identify a new problem or a new population, the response is to create a new program. Increasing numbers of poor students? What do we do, we create Chapter 1 and State comp ed programs. Increasing numbers of dropouts? We create dropout prevention programs. And the list goes on and on.

There are, of course, some advantages to a categorical approach, not the least of which is that it is a reasonably safe way to assure that dollars are spent on particular children. Unfortunately, we are just beginning to understand that there are also very big problems with the strategy that we have adopted of attaching categorical band-aids onto the outside of schools, one after another after another.

Indeed, the effect of this sort of categorical pile-on on urban schools and school districts is stunning. Big-city principals, when you talk with them, report that their schools participate in literally tens or hundreds of special programs, each with its own set of requirements, its own set of reports.

I will, in fact, never forget the response of one Oakland high school principal to a question about how she spent her time. Look, she said, my school participates in 93 special programs. I spend virtually all of my time filling out reports, monitoring these programs, making sure everything gets done on time.

The proliferation of categorical programs has also caused dramatic expansion of school district bureaucracies, especially in inner cities. I actually just got, not too long ago, this report from the Philadelphia City Schools, which simply is a list, with one page on each, of the categorical programs administered by that one single school district. It doesn't take much imagination to figure out how many employees are needed simply to fill out the budget reports on these programs, much less to make sure that all the rules and regulations are being enforced.

This is one of the reasons why recent studies show that poor school districts spend a much larger fraction of their dollars on central administration and a much smaller fraction in the classroom. And what do most of those program administrators do? Again, they file reports, they monitor expenditures.

What one San Francisco principal told me is typical. What she said is, I have been a principal in a Chapter 1 school for 15 years, and during that time I have had all kinds of visits from State and Federal administrators. Never once in all of those times has anybody asked me whether the students are actually learning anything. All they want to do is see the books.

Most damaging of all, though, are the effects of categorical pile-on on students. All you have to do is spend 1 day in an elementary school in an urban area to see what happens. What happens is a student may start with a regular classroom, a few minutes later go down the hall to work with a Chapter 1 teacher, a few minutes later back to the classroom, a few minutes later down to the migrant ed program, a few minutes later back to the classroom, and on and on. What this does is it robs students of any coherence in their educational system and it absolves many teachers and administrators of any sense of responsibility for these kids.

There are two examples from California schools that I wanted to share with you to illustrate the effects of these problems. The first occurred on a visit I made to a San Jose, California, elementary school. When I arrived for the day, which was 10:00 in the morning, the principal said, I am so glad you are here. This is when our Chapter 1 reading program takes place and we are really excited about it.

What I saw in the next hour was chilling. She took me first to the library, where there was a group of 13 poor Latino children learning how to read by being read to by an instructional aide who could herself barely speak English. That aide spoke words incorrectly, pronounced them incorrectly, and the kids learned to read by essentially repeating her pronunciations of the words.

The principal then took me to the audio-visual room, where the same thing was happening—poor Latino children learning to read from a para-professional whose own command of the English language was modest.

Meanwhile, what was going on back in the regular classroom? The more affluent kids were learning to read in real books, discussing ideas, writing about their thoughts, all under the guidance of the well-educated, fully-certified teacher.

That was the first time I asked myself, who really benefits from Chapter 1, but it wasn't the last time.

The second experience occurred only a few weeks later, when I was working with a group of teachers and administrators in California's lowest-performing high schools. At the end of the day, a group of teachers came up to me and they said, you know, we could probably do what you are suggesting. We could, indeed, reform our school and get better results for kids, but do you know what would happen if we were successful? I said, no, why don't you tell me?

They said, well, we get about $1 million a year of categorical money and we would lose some of that if we succeeded more. And said, yes, but wouldn't you be proud? They said, well, the truth s that the kids would undoubtedly be better off and their parents would probably be happier, but for us it means jobs and we would have to think about that.

Now this committee could take the approach of simply fixing ome of the problems in the law that create these difficulties for kids, and that, indeed, is what the House version of ESEA has acually done. But the core strategy embodied in ESEA, special prorams for special kids, is still seriously flawed, for the truth is that o matter how well-crafted the law, how faithful the implementaion, or how dedicated the staff, that you cannot compensate in 10 minutes or 20 minutes a day of special attention for the effects of watered-down instruction the rest of the school day and school ear.

If Chapter 1 is to become a vehicle for helping kids to master oth basic and high-level skills, it must become a vehicle for improving whole schools. Instead of simply building good programs, we absolutely must build good schools.

Friday morning, David Hornbeck, who chaired a 28-member commission, will testify before you with a series of strategies for transorming Chapter 1 in that way. I hope you will hear him out.

Thank you.

[The prepared statement of Ms. Haycock may be found in the apendix.]

The CHAIRMAN. That was an enormously interesting panel. We will hope that all of our colleagues will take the time to read all f the testimony, because it is very instructive, and rather frightenng, to say the least.

I think politicians spend more time talking about children and oing less than on any other subject. Someplace, somewhere, there re ten candidates for some office talking about children and the mportance of education. It is tragic.

We have a $1.5 trillion budget, and if you ask most families in Massachusetts and around the country, if you have $1 that you are going to have in terms of budget, what would you say? They will say, well, international security, national defense, or something like that. But if you ask them about education, they would say 20 cents, 15 cents in any event, right off the top. We come down at less than one-half of one percent or even less than that. It is not that the money is the answer to everything, but it is a pretty clear indication of a Nation's priorities.

It is enormously helpful to hear from all of you, although it is something that hopefully we can try and give the focus and attention that all of you have pointed out is necessary.

I have just a couple of brief questions for the panelists.

Ms. Puriefoy, you spent some time in Boston, I understand.

Ms. PURIEFOY. Yes.

The CHAIRMAN. I don't know whether you are still registered up there or not—[Laughter.]

Ms. PURIEFOY. I lost my Senator. [Laughter.]

The CHAIRMAN. If you would just elaborate about the importance of education and its role in a democracy. Most people talk about education in terms of competitiveness. We all want to be competitive, but I thought you spoke about education and democracy very movingly.

What is your own feel or sense about that issue? Could you expand on your thoughts for us?

Ms. PURIEFOY. I think some of the examples just cited by Kati Haycock make the connection even more explicit. If children are attending schools where they are not being taught and where their needs are not being addressed, we are telling them something about the quality of public institutions and the quality of public life.

If they, then, have that as their sole experience, then they will be unable to make the connection between education, their role as a citizen, and more importantly, their role in providing a quality of life in the country.

So the critical issue is to really make explicit this connection between what happens to them in the classroom, what that experience translates for them in their lives, what it enables them to do in their lives in terms of their quality of life, and then, of course, what it enables them to do as a productive citizen.

It is a direct and clear connection, and I think that by making that connection, we could, in fact, create a much broader platform for all of Americans to come to. Right now, we are saying to Americans, these children are not performing; they need more money. But we are not making the larger connection to what benefit it is going to have for the total country if the needs of these children are served.

The CHAIRMAN. I think that is entirely true. We don't think about that nearly as much as we should.

Let me move on. Ms. Haycock, we are looking at the GOALS 2000. Hopefully, we will wind it up this afternoon, at the conference. We are providing much greater flexibility with respect to the categorical programs, for the same reasons that you have outlined here today.

But clearly, we want to bring focus and attention to the areas in hich those programs are directed. That might be a mistake, and u make some comments about that. If we provide a great deal flexibility to States the Federal regulations and the State and cal regulations, so that they can be more effective, are you conrned at all whether the needs for which they have been develed will be adequately addressed? Are you concerned at all that e money and the focus will be put to other uses?

In past hearings on Chapter 1 we found that when regulations osened up schools were using the money to by shoulder pads for otball teams and building swimming pools rather than focusing improving education for the kids that needed it. But increasing e regulations with less flexibility, you end up with a bureaucracy, you've just pointed out. I can understand both sides of this.

I am just interested in your thoughts. We are now trying, obviısly, to increase flexibility. We don't have the great resources to y and do these things. We are going to have to do more with less. ow do you think we should address that?

Ms. Haycock. Let me respond, if I could, in two ways. First, in y judgment at least, the most powerful way to be sure that poor id minority children are increasingly well-educated is to set high andards and then hold building-level educators responsible for tting kids to those standards.

If you monitor outcomes and attach consequences when students n't get there, you send a very powerful signal to educators about hat they have to do, although not, of course, on the details of hat they have to do, which is important.

So at least in my judgment, the most important thing to do is exchange flexibility for greater accountability for results and to sure that the results are for poor children and minority children, t just for other kids.

Second, however, is this issue of how to use Federal leverage to ake sure that the tremendous inequities among school districts in e quality of educational opportunity provided to different kinds kids is addressed.

The Federal Government, while not putting lots of dollars into ucation, certainly can use those dollars to leverage action at the ate and local level, to much more clearly require States to be able demonstrate that they are, indeed, providing to all children a asonable opportunity to achieve the high standards and an equal portunity to have access to the important resources, like good achers, good books, and a good curriculum.

The Chairman. Senator Pell?

Senator Pell. I have no questions.

The Chairman. We look forward to your reactions as we move rough this process. You have given us enormously constructive nments.

The other day, I was in Dorchester with Attorney General Reno, d we heard quite a bit about community policing, an enormously eresting program. There, they have the police office in the same ice where the local gym and day care programs are. It is also the me place where they conduct health care screening for the comınity, so the kids come on in there, and they spend a lot of time with the police officers, and perhaps playing basketball and other games with them.

There are a series of community groups that work with children who have been exposed to violence, that provide business support to local business to keep them healthy, that work to expand and increase jobs in the community, and even groups that offer a wide range of bilingual education programs. There are kids there, working with each other to dissemble the gangs and all that. All of these programs receive a good deal of community support.

One young man working in the community captured it all when he spoke to us about children and their needs. He said, "the young people haven't left us, we have left the young people." It is really something to think about, and I don't think we do enough of that. We certainly don't in this institution, and I think you have reminded us what the outcomes will be if we don't get with it.

Thank you all very, very much for being with us today.

The CHAIRMAN. We will have panel three. Tom Boysen will give us some insights into the Kentucky experience.

Dr. Dan French, a good man from the Bay State, is here to give us his thoughts. He is the Chapter 1 Director for the Massachusetts Department of Education.

Andrea Mattia is the head teacher at the Edmund Flynn School in Providence, RI.

We will start off with Mr. Boysen.

STATEMENTS OF THOMAS G. BOYSEN, COMMISSIONER OF EDUCATION, COMMONWEALTH OF KENTUCKY; DAN FRENCH, CHAPTER 1 DIRECTOR, MASSACHUSETTS DEPARTMENT OF EDUCATION; AND ANDREA MATTIA, HEAD TEACHER, EDMUND W. FLYNN SCHOOL, PROVIDENCE, RI

Mr. BOYSEN. Thank you, Chairman Kennedy, Senator Pell, and members of the committee.

I may have to leave after I finish my testimony and answer your questions. I am not angling for a ride to the airport. [Laughter.]

The CHAIRMAN. We never heard whether he made it or not. I don't want to find that out.

Mr. BOYSEN. I do thank you for the opportunity to testify on behalf of the 57 superintendents and commissioners of education who make up the Chief State School Officers. My perspective is also based on my work as a teacher in Africa and in Boston in the late 1960s and as a superintendent for 20 years in Washington State, New York, and California, and now for the last 3 years as Commissioner of Education in Kentucky.

This is a very important moment in the history of American education, as you work to resolve the matter of GOALS 2000 and bring into being that very, very powerful catalytic program and as we talk about how to reauthorize the Elementary and Secondary Education Act so that it can have maximum impact.

To put it in terms of our State, we have about $3 billion we are spending on elementary and secondary education, about $5,000 per student. One-hundred-and-fifty million dollars are the change programs of the Kentucky Education Reform Act that I will be talking about later. It is about five percent. We also get about $150 million from the Elementary and Secondary Education Act.

Your efforts to create more focus and more flexibility in that Act are extremely important for us. Together, the $250 per student of the $5,000 that we spend, we have $250 from KERA and another $250 from the Elementary and Secondary Education Act, would double our potential for leveraging this expenditure of funds.

Three decades of rapid economic, social, geopolitical, and environmental change have transformed the needs and challenges of education. In the 1960s, equal educational opportunity was a moral imperative. In the 1990s, it has become an economic imperative. In the 1960s, the focus was on raising student performance for the economically disadvantaged. In the 1990s, we must raise the performance level of the entire population, with even greater efforts for individuals identified as needing extra assistance to meet these standards.

There are basically three challenges we would like to call to your attention. The first one is full service. Not all the pistons are firing for all of the students. Access and participation are problems that we have to deal with.

The second challenge is leverage to improve results of the whole system. Our Nation's elementary and secondary education system is not achieving at the necessary high performance level. Federal programs must be directed simultaneously to raise the capacity of the system for higher-order learning and to assist identified populations to reach the higher standards.

Federal funds comprise about six percent, as you know, of total elementary and secondary spending, so they must leverage local and State dollars. A rising tide of educational excellence will lift all of those boats.

The GOALS 2000 Educate America Act currently in conference between your committee and the House Education and Labor Committee is that catalyst which provides the framework and the structure for addressing these challenges in the ESEA reauthorization. With its focus on systemic operation of State and local education systems, GOALS 2000 will support comprehensive planning toward high expectations and standards for all students to master challenging subject matter and alignment of each key facet of the education system with those objectives for student performance.

Let me use Kentucky's Education Reform Act, which was designed by other people and I was invited in as commissioner to help bring it into being, and let me use that as an example of how comprehensive reform and systemic operation can change the very dynamics of American schooling.

The change truly must be radical. There has been a radical change in teaching and learning in Kentucky since KERA was launched 4 years ago. Kentucky's 200,000 students between the ages of five and nine and our 8,500 primary teachers are experiencing a new pedagogical order, the continuous progress nongraded primary school.

The typical classroom at schools such as Arlington Elementary in Lexington is not one where rows of students face a teacher for instruction most of the day with a few pulled out for supplementary services or involved in reading groups. Instead, an eight-year-old will be found reading to a six-year-old. Some children are engaged in individual research, while others work cooperatively in groups with hands-on materials or with computers. Special needs students, very importantly, special needs students with disabilities or educational disadvantages and the specialists who assist them are included in regular student groups to the maximum extent possible.

The emphasis has shifted from students as consumers of knowledge to producers of learning. Children read to learn as well as learn to read. Special needs children are invited into the mainstream, not shunted off to a back water.

The bedrock of these changes in teaching and learning is clear Statewide standards and challenging assessments. Kentucky has adopted performance-based student assessments to measure progress toward Statewide goals in a high-stakes accountability system which holds adults responsible for students' growth. It raises expectations, it measures the meaningful and focuses on what students can do with what they learn.

For students at Pikeville Elementary School in Eastern Kentucky, for example, this means that once a year, multiple choice tests have been replaced with portfolios that students use daily to become self-assessors and to develop a sense of activism and craftsmanship and ownership of their own work and growth, and we are getting results.

The 1993 test scores just came out last week, and they indicate that Kentucky elementary, middle, and high school student performance increased eight percent over the previous year, 1992. Most impressive to me were the gains of the fourth graders, those who have been through our primary program, and their performance went up 16 percent.

If the Nation's economic——

The CHAIRMAN. Mr. Boysen, could you hold for just a moment?

Mr. BOYSEN. Yes, sir.

The CHAIRMAN. We will recess for just a moment.

[Recess.]

Senator PELL. [presiding]. Mr. Boysen, why don't you carry on.

Mr. BOYSEN. Thank you, Chairman Pell.

I was just pointing out that as a result of these very dramatic changes in the delivery system in the pedagogy of teaching and learning which calls on a much more activist and constructivist role for students, our results have come up very substantially, eight percent across the board, 16 percent if you just look at fourth graders. If the Nation's economic productivity had improved at that rate, or the State's, we would be very elated.

KERA has changed the role and function of schools as well, connecting them to the family and communities as a site, and even the source, of comprehensive services. Children have different rates of learning and our extended school services program is designed to provide those who need additional instruction with individualized services before and after school, on Saturdays, and during the summer.

One of the most exciting parts of our reform, which connects very well with the last panel's attention to the impediments to learning that arise out of the social and economic and family conditions of children, are the 375 family resource youth service centers, which operate on the premise that healthy, alert children are better learners. Hunger and malnutrition, child abuse, illness, inadequate clothing, poor vision, bad teeth, missing child support, and emotional trauma are all serious impediments to learning.

The KERA centers are located in or near 638 schools with populations of 20 percent or more economically deprived students. They act as air traffic controllers for special needs children and their families who need help using the complicated human services network, referring families and youth to existing social, health, welfare, and justice services.

To spread the type of alignment and improvement of the educational system occurring in Kentucky into every classroom and school across the Nation and to ensure that the reauthorized Elementary and Secondary Education programs operate systemically, we urge the following.

Point one, clustering. By clustering Federal programs with similar characteristics, you authorize States and localities the option of consolidating with one another and with State and local programs for far greater efficiency. The concept maintains the categorical characteristics of key Federal programs, such as targeting toward identified population groups and two particular uses of funds.

Point two is the State leadership resources. Please provide States adequate resources under all titles of the Act to enable the State education agencies to fulfill the responsibilities of GOALS 2000 and ESEA for higher performance of all students through Statewide leadership, professional development, and technical assistance to local school districts and to schools.

Third, the State leadership role. Assure all ESEA programs are consistent with systemic operation under GOALS 2000 by providing for an appropriate State role in each program. Bypassing the ESEA on any program designed to support improved practice in schools or address categorical concerns, such as the needs of special populations, is counter to a systemic approach.

Flexible funding. Finally, reauthorize a flexible source of Federal funds similar to the current Chapter 2 to support the full range of systemic and school improvement at State and local levels.

The chiefs and education reformers across the Nation encourage you to act decisively to lead another great education revolution. The first revolution began in the 1830s and 1840s in Massachusetts with the initiation of the common school movement by Horace Mann and others. The main conviction of that campaign was that every child had the right to attend school.

Today's challenges to all of our children and youth demand far more from our schools. The new imperative is that all children have the right not only to attend school but to succeed in school. Our belief is that all children can learn at far higher levels and our conviction is that this rising tide of excellence and equity will lift all boats.

Thank you. I look forward to answering your questions.

[The prepared statement of Mr. Boysen may be found in the appendix.]

The CHAIRMAN. [presiding]. Thank you.

Mr. French? We are glad to have you here.

Mr. FRENCH. Chairman Kennedy, Senator Pell, thank you for the opportunity to testify as a State Chapter 1 Director and Director for Instruction and Curriculum Services for the Massachusetts Department of Education.

I represent a State education agency that seeks to use Chapter 1 funds to leverage education reform in low-income schools across the State.

In Massachusetts, as in every State, we have many examples of schools which have used Chapter 1 funds to increase student achievement. However, there are also many ways in which the current Chapter 1 law and regulations hamper initiative innovative change.

Last June, the Massachusetts legislature enacted the Education Reform Act, a systemic reform law that will result in more equitable funding of school districts, for the first time, development of a common core of learning and pre-K through 12 curriculum frameworks, a Statewide assessment test that will include more authentic forms of assessment, and decentralization of decision making to the school site.

An underlying principle of this law is that all children can learn at high levels and that all schools and all school districts and all educational personnel will be held accountable for ensuring that this occurs. This will require increased collaboration in every school among regular education, special education, bilingual education, and Chapter 1 teachers.

Yet current Chapter 1 law and regulations hinder this effort by creating artificial boundaries, by limiting the ownership of staff for low-income, low-achieving students, by restricting the use of Chapter 1 funds in school improvement efforts, by fragmenting learning experiences for students, through continuing to require standardized testing, through allowing only incidental contact of Chapter 1 students with non-Chapter 1 students, and through positioning Chapter 1 as a separate program that only some staff in a school building are part of rather than encouraging all staff to take responsibility for every student that walks in the school door each day.

As a result, most districts continue to operate Chapter 1 programs that segregate and isolate Chapter 1 students, that lower expectations, that dumb down the curriculum, and that slow down the pace of instruction.

We need to ensure that Chapter 1 is used as a tool to push for systemic reform and school improvement, focused on high expectations for all students and curriculum instruction and assessment that ensure that students meet these high standards. We fully support the move to refocus Chapter 1 on high standards, increased flexibility, and in turn, increased accountability.

I also offer the following recommendations. One, to increase the resources and the expectations for State education agencies to provide technical assistance, professional development, networking, and leadership to school districts in the fulfillment of GOALS 2000 and the Elementary and Secondary Education Act.

For most schools to be successful, State education agencies must take a vigorous and proactive role in educational leadership in providing low-income districts and schools with high standards, models of school restructuring, opportunities for networking, discretionary and leveraged funds, professional development opportunities, coaching and on-site assistance, and strong accountability measures.

In Massachusetts, we have recruited schools with high percentages of low-income students into networks such as the Coalition of Essential Schools, Accelerated Schools, and Project Zero Schools, and provided them with concrete support over a period of years.

Chapter 1 reauthorization can support this model through providing States with the flexibility in consolidating Federal programs to effectively serve these districts and schools and increasing the amount of discretionary Federal funds that schools have to leverage innovation and professional development.

Two, lower the poverty threshold for eligibility to operate a school-wide project from 75 percent to 65 percent in fiscal year 1995 and to 50 percent in subsequent years and allow maximum flexibility to nonschool-wide project schools to adopt in-class models that use the most innovative approaches to high-level learning.

Schools that are successful in raising standards and learning of low-income students are those that adopt a systemic approach to school improvement. Rather than creating add-on remedial programs, these schools take a critical look at the causes of low achievement, such as low teacher expectations, overuse of teacher-centered instruction, rigid ability grouping and tracking, fragmented scheduling practices, and an assessment system that does not provide reflective feedback to the learner or the parent.

Schools that tackle these structural and instructional barriers to high achievement are the schools that significantly increase the numbers of students who are learning at high levels.

Under our Accelerated Schools network, for example, we have one elementary school in Boston that I think Senator Kennedy visited, the Mason Elementary School, that has more than doubled its enrollment and developed a significant enrollment waiting list for the first time, because rather than creating a remedial Chapter 1 program for its students, the school's staff focused on ensuring high expectations and innovative instructional approaches for every student in the building, and learning gains have skyrocketed there.

If we truly believe that a systemic approach to school improvement will yield the greatest benefits for low-income students, let us ensure that as many schools serving high percentages of low-income students have the opportunity to take this path. In doing so, the use of Chapter 1 funds in school-wide projects should be limited to programmatic improvements which directly lead to increasing the learning of all students.

Additionally, Chapter 1-funded schools not eligible to be school-wide project schools need maximum flexibility in the regulations to employ the most innovative and effective instructional approaches in the regular education classroom that allow heterogeneous grouping of Chapter 1 and non-Chapter 1 students.

Three, increase the percentage of Chapter 1 funds going to districts serving high percentages of low-income students. Research tells us that low-income students in schools with low numbers of poor students do far better in their learning than their counterparts in schools with high concentrations of low-income students. Districts with high percentages of low-income students have the most challenging task in ensuring that high expectations and standards are set and met.

I thank the committee for the opportunity to testify, and Massachusetts looks forward to linking Chapter 1 reauthorization with our State's Education Reform Act to aggressively push systemic reform in our high-poverty schools.

[The prepared statement of Mr. French may be found in the appendix.]

The CHAIRMAN. Thank you very much.

Ms. Mattia?

Ms. MATTIA. Senator Pell, Senator Kennedy, I am honored to be here today. My name is Andrea Mattia, and I am in my 25th year of teaching, 24 of those years at the Edmund W. Flynn Model Elementary School in Providence, RI. Since March of 1991, I have also served as head teacher.

Flynn is an inner city K to five institution and a school of choice for teachers and students. Our 560 children come from all city neighborhoods. Our students' racial and ethnic profiles are diverse, 70 percent minority, 30 percent Caucasian. Their academic profiles span the ability continuum. Seventy-five percent qualify for free breakfast and lunch.

I speak with you today about two groups of individuals who historically have been left out of decisions regarding education, yet who are most affected by those very decisions. I speak of teachers and students.

Instruction and learning have long been determined by those at great distance from the classroom. Philosophies, pedagogues, methodologies seem to change names, courses, and demands each decade. Systems react. Teachers are sometimes given a workshop, or sometimes none at all. New volumes of curricula are distributed. Students change from one text to another, one curriculum to another. Each is held accountable, the teachers to teach and the students to achieve.

The reality is, though both teacher and student struggle to fulfill their obligations, neither can. The deck is stacked against them. The process to affect quality change and achievement is flawed.

There is also a wild card in this education deck which powerfully impacts instruction, learning and achievement, the horrifying State of children's lives. I would like to introduce you to some of these children.

Robert is a fourth grade student. He was born drug addicted. His mom is dying of AIDS. He sleeps at great-grandma's house until grandma's three-to-11 workshift is done. He is then awakened to return home with grandma. Robert cannot remain focused on his schoolwork. His behavior is often disruptive.

Lisa, five, and Earl, six, are sister and brother. Mom is absent much of the time. They arrive at school each morning an hour before the doors open for breakfast. They have not eaten since school lunch the previous day.

Jeff is a first grader. His kindergar10 year was filled with violent outbursts which affected his achievement as well as his classmates'. His disturbing behavior continues. He has run from school on several occasions.

James is a third grader. He is ADHD, attention deficit with hyperactive disorder. He is one of eight children. Mom is 30 years old. Jeff is functionally illiterate and ashamed.

Gail is gifted, thoughtful, observant. She has a keen sense of her world. She lives with grandma because mom is in residential detox. Gail is not achieving.

Darren is new to Flynn this year. We are his fifth school in the past 2 years. He provokes his classmates with foul and intimidating language. He does no work. He spends his nights with his 20-year-old cousins or watches R-rated movies on the VCR in his bedroom. Mom is a crack addict.

Because of the conditions of our students' lives, because these conditions impact the classroom, because teachers and students struggle together to address these obstacles while trying to teach and to learn, we find our children and their schools in dire circumstances.

If expectations of teachers and their work are to change, then teachers' professional development must change. Professional development must derive from promising research that embraces what we know of cognitive theory and its application to the classroom. Professional development must be ongoing. It must engender continuous reflection and evaluation. It must be flexible.

Teachers' strengths, knowledge, experiences, and creativity must be recognized, valued, and used. Teachers must share in curriculum, instruction, and assessment decisions. The greater our knowledge, the more refined and focused our skills, the better our instructional practice, the greater our involvement in decisions, the better our students' chances for success.

If the expectations of students are to change, then resource programs must change. Pull-out programs interrupt learning for the very children whose achievement demands consistency and continuity. Additionally, an instructional program of discrete basic skills is not congruent with rich, rigorous content and high performance standards for all children.

I close with excerpts from a poem, "A Pledge of Responsibility for Children" for Ina Hughs. Her words are a compelling profile of our public school children.

"We accept responsibility for those who stare at photographers from behind barbed wire, who can't bound down the street in new sneakers, who never counted potatoes, who are born in places we wouldn't be caught dead, who never go to the circus, who live in an X-rated world."

"We accept responsibility for those who never get dessert, who have no safe blanket to drag behind, who watch their parents watch them die, who can't find bread to steal, who don't have rooms to clean up, whose pictures aren't on anybody's dresser, whose monsters are real."

"We accept responsibility for those whose nightmares come in the daytime, who will eat anything, who have never seen a dentist, who aren't spoiled by anybody, who go to bed hungry and cry themselves to sleep, who live and move, but have no being."

Thank you.

[The parpared statement of Ms. Mattia may be found in the appendix.]

The CHAIRMAN. Thank you very much.

Mr. French, can you tell us how the foundation budget fits into Chapter 1 in Massachusetts?

Mr. FRENCH. The foundation budget under the new education reform act in Massachusetts?

The CHAIRMAN. Yes.

Mr. FRENCH. The foundation budget establishes a minimum per pupil amount that each district must expend, and according to a complicated formula, the districts have to contribute a certain amount, depending upon the per capita income and other factors.

The CHAIRMAN. You may just take a look at it, both the legislation that we are looking at and the reauthorization, and see if there is a fit there. I would be interested.

Mr. FRENCH. OK, yes.

The CHAIRMAN. Just one last question. You talk about the ability to waive some of the regulations and look at this in a more comprehensive way—a total school approach toward these Chapter 1 kids. How do you get away from the suggestion that this is just revenue sharing? If that is what we are talking about, that is fine, but we ought to look at it in that particular way rather than trying to deal with the particular needs of Chapter 1 children.

Mr. FRENCH. I guess my response would be that, again, to reflect back on some of what I spoke about, that the most successful models of schooling that we have found have been those models that take a systemic school-wide approach. Most Chapter 1 programs are now 30 minutes, 45 minutes a day, and when you take a look at the rest of the instructional program, for low-income students, there are lowered expectations, there are forms of instruction going on in the classroom that minimize student learning rather than accelerate student learning, and there are forms of assessment that do not give good information back to the school, the student, or the parents around what that student is learning.

So we have found that it is imperative that you begin to apply professional development for all teachers working with high percentages of low-income students, that we raise high standards across the board for the entire school, that we look at grouping strategies within the school that minimize student learning.

For example, rigid ability grouping and tracking, when you have some kids who are in the high group who are smart, some kids in the middle group who are not so smart, and some kids in the low group that are kind of dumb, when the kind of dumb students are usually Chapter 1 students, that is going to inhibit any student and any teacher's ability to have high expectations for those kids and for those kids to achieve.

The way a school is structured, the way a school is governed, what is taught, how it is taught, and how student learning is assessed in the regular education classroom is just as important as additional supportive instruction for low-achieving, low-income kids.

The CHAIRMAN. Senator Pell?

Senator PELL. Thank you very much, Mr. Chairman.

I was very struck with Andrea Mattia's testimony. I remember when she was in Providence and was a witness there.

Ms. MATTIA. Thank you.

Senator **Pell**. I felt, just as you did here, you moved everybody. I have just one question. You mentioned at the bottom of page two of your testimony that resource programs must change. By that, what do you mean by resource programs?

Ms. **Mattia**. In our building, in order that children not feel badly about being pulled out of class, we have a gifted resource program, a Chapter 1 resource program, so in order to be friendly about children being taken out of classrooms we refer to them all as resource so children don't feel demeaned.

Senator **Pell**. Then you oppose the concept of the pull-out?

Ms. **Mattia**. I was speaking of Chapter 1, because in our building, up until 3 years ago, Chapter 1 was a pull-out program. Children were taken out for 30 minutes a day during reading time. Much of the testimony that came before me, I could absolutely relate to, being the reading teacher and all of a sudden, the children who are most in need of my instruction were out of the classroom, and what to do about them when they returned. How do you play catch-up with children who need so much attention?

So we refer to Chapter 1 as a pull-out program.

Senator **Pell**. Thank you very much, and thank you very much for being with us.

The **Chairman**. Thank you.

[The appendix follows.]

APPENDIX

PREPARED STATEMENT OF MR. CORTINES

I want to thank the Senate Committee on Labor and Human Resources and the Subcommittee on Education, Arts and Humanities for affording me the opportunity to speak today. I want to focus my remarks on the Administration's bill to reauthorize Title I of the Elementary and Secondary Education Act. This important legislation signals a positive change in the direction of our national education policy.

The proposed bill addresses and remedies many of the problems associated with the present Chapter 1 program. As the spokesperson for the one million students in the New York City public schools, I want to urge you to support this legislation and redirect education policy in ways that will benefit all students.

I am strongly committed to the belief that all children can meet the high standards of Goals 2000 if we provide them with the necessary resources. The proposed reauthorization bill is based on the crucial principle that even our most disadvantaged children can succeed when expectations are high and the program content is challenging. The new bill provides schools nationwide with a means to carry out this commitment. The bill targets funds to the neediest children and provides the flexibility to direct dollars where they will do the most good.

This legislation complements the philosophy of the New York City Board of Education and builds on many successful initiatives already in place. I am particularly pleased with the bill's focus on total school reform, rather than piecemeal program implementation. New York City is currently a leader in the movement for site-based management, giving schools greater autonomy and flexibility to improve teaching and learning. I am also pleased that the bill recognizes the critical need for sustained, high-quality professional development and the involvement of parents as partners through school-parent compacts.

Most significantly, by targeting national resources to those children in greatest need, the bill will better equip school districts to fulfill their moral mandate to prepare all children to meet high standards. Currently, Chapter 1 funds are spread too thinly across the country. In some communities, children in schools with poverty rates as low as 3% receive services, while schools in New York City must have poverty rates of more than 62% before children can benefit from this program. Under the current Chapter 1 law, 406,000 students in New York City are eligible to receive services, yet we have the resources to serve only 237,000 children.

By targeting the nation's Title I funds to schools with high concentrations of poverty, we will be able to serve a greater number of children in need. New York City's children will benefit in two additional ways: the proposed legislation calls for a nationwide increase in Title funding and it provides us with greater flexibility in using these dollars effectively.

The proposed $700 million increase in the nationwide appropriation for Title I affirms the seriousness of the bill's stated goal to provide a high-quality education to all children. This principle is further buttressed by the many provisions that encourage education for Title I children with all other children in a school, instead of perpetuating a remedial track focused on low-level skills.

Infusing additional Federal dollars to New York City will be of great help in meeting the multiple needs of an increasingly poor student population, many of whom are newly arrived in this country and are non-English-speaking. Our system is currently experiencing the strain of meeting these demands at a time of shrinking resources. This fiscal year, New York City's schools lost $57.8 million in federal funding due to the use for the first time of 1990 census data in Federal Chapter 1 allocations.

Our school system is responsible for the education of one million students, with an enrollment that continues to grow. With more than 138,000 immigrant students from 188 countries entering the New York City public schools over the last three years, growth in the immigrant population is a major contributing factor to overall enrollment growth.

New York City's schools are sensitive to the needs of limited English proficient children and their families. Our students speak 120 different languages. Additionally, there are 128,000 students receiving special education services. The percentage of students who receive public assistance (40%), are eligible for free lunch (62%), and come from single parent families continues to increase. Our poorest children and their families are the most vulnerable to the violence, drugs and health problems that plague our poorest neighborhoods.

New York City has the most extensive schoolwide projects initiative in the country. To date, 181 schools have taken advantage of the schoolwide projects provisions in the current Chapter 1 law to restructure educational programs for students. Our successful schoolwide programs build on the strengths of the whole school community, including parents, administrators, and teachers, to design a program that takes into account all the needs of the individual child.

In an exemplary program, children stay in the regular classroom, rather than being singled out for pull-out remedial instruction. They learn in personalized. small group settings. Children also participate in extended school day activities such as an "early risers" homework club and after-school reading, math and arts programs. Staff development is built into the total program, and staff meets on a regular basis to assess children's progress and adapt the program as necessary to help each child succeed. Parents are an important part of the entire program, participate as volunteers and in after-school adult literacy and homework helper programs, and receive information, whenever possible, in their primary language.

We have also developed innovative early childhood intervention programs to provide a jump-start for success. For example, our Chapter 1—supported SuperStart prekindergarten program provides a warm, nurturing place for both children and their families. The children begin their day with a nutritious breakfast, while their parents are working with social workers and family assistants to gain new skills in everything from parenting to learning English. After breakfast, the children are surrounded by books, art materials, and musical instruments. These children are getting their first positive experience with school as they learn to make decisions, play in groups, interact with children from many cultural backgrounds, and experiment with language and mathematics concepts through music, storytelling and blocks. At the end of the day, parents and children leave school looking forward to the next day when more new and exciting experiences await them.

New York City has also developed a wide spectrum of new secondary school programs, including educational option high schools and educational options within high schools, as well as an array of specialized high schools tailored to the diverse interests of our student population. Choice programs offer quality instructional programs in theme areas to attract participating students. Some of these schools, the New Visions schools, have been specially designed as laboratories for new types of instructional techniques, organizations, schedules, and activities.

As we implement new, high-quality instructional programs, we are simultaneously developing more adequate ways to measure what students know and can do. In response to a growing recognition of the limitations of standardized tests, we are developing performance-based assessment tasks in reading and math. New York City has already implemented performance based tasks in mathematics for all seventh graders as part of our citywide assessment system in mathematics. This year we are moving forward in this effort by implementing performance-based tasks for fifth graders.

As a system, we are also developing benchmarks to determine how well all of our children are progressing toward high standards and to assess how we can better serve them. This will be achieved by using systemwide data to identify successful programs, replicate them across the city, and eliminate those programs that are not succeeding.

I would like to highlight the elements in the proposed reauthorization bill that will best support our efforts in New York City to provide comprehensive, nurturing, high-quality instruction to all of our students.

We are in full agreement with the bill's focus on high standards. the same high standards. for all students. We also agree with the bill's emphasis on keeping children in their regular classrooms. The new legislation also recognizes that the achievement of an average student in a high-poverty school is lower than the achievement of Chapter 1 students in low-poverty schools. We applaud the principle of targeting Title I resources to the highest-poverty school districts and schools.

The new allocation formula appropriately provides a higher proportion of Title I dollars through concentration grants, so that more resources can be channeled to the poorest schools. This provision demonstrates an awareness that obstacles to learning tend to be concentrated where poverty is concentrated. Without this additional support, it is unlikely that we can equip children in high-poverty schools to attain high standards and achieve national education goals.

While we strongly support the targeting formula in the proposed bill, would like you to consider an alternative approach that could achieve the goal of targeting funds to the neediest children. According to this method, 50 percent of Title I funds would continue to be appropriated according to the current formula for basic and concentration grants. The remaining 50 percent of Title funds would go to states, which would then allocate funds to schools above a statewide cutoff.

The bill rightly places the locus of school reform at the school site itself, where the most informed decisions on instructional strategies can be made. It encourages schoolwide programs by lowering the poverty level at which a school can become eligible from 75% to 65% poverty in 1995, and then to 50% poverty in subsequent years.

This is particularly significant in New York City, where the cutoff for Chapter 1 eligibility is presently at a poverty level of 62.23%. This means that virtually all of our Title I schools will become immediately eligible for school reform under the schoolwide programs provisions, allowing them the latitude to effectively coordinate resources for all students, one of the major goals of the bill.

With the expansion of schoolwide program eligibility, Title I can become the engine of school reform affecting all children in high-poverty schools. By allowing schools to integrate their programs, strategies and resources, Title can leverage the upgrading of the instructional program, including sustained professional development and increased parent involvement. For children in high-poverty schools to meet high performance standards, the chances for success are greatly increased when their entire instructional program, not just a separate Title I program, is enhanced and improved.

The prescription for challenging performance standards for all students is reinforced by the new emphasis in nonschoolwide programs on instructional strategies that provide extended learning time; an accelerated, high-quality curriculum; coordination with the regular program; and intensive, sustained professional development. Our efforts to reach all disadvantaged children will be enhanced by the specific inclusion of children with limited English proficiency, the homeless, and children receiving services to overcome a disability. We also agree with the emphasis on assessments that do not rely exclusively on norm-referenced standardized tests.

The new bill appropriately supports comprehensive planning and the coordination of programs in new, more flexible ways to meet the unique needs of the students in an individual school. Under the new law, Title I services can be coordinated with other educational services, including those services a child may receive before entering school and after leaving it, as well as with health and social services, to the extent feasible.

We support the bill's focus on comprehensive and continuous planning at the state and local level, including the school site. All schools receiving Title I funds will now be required to submit plans that describe how schools will assist participating students to meet State-developed 'proficient' and 'advanced' performance standards.

The bill realistically provides mechanisms to assist schools to realize the goal of high standards for all children. These include a sound emphasis throughout the bill on intensive, sustained, high-quality professional development. Freedom and flexibility are also consistently linked with increased accountability. This is a fair and appropriate trade-off. The new parent compact will help to ensure meaningful parent involvement in their children's education and shared responsibility among the entire school staff, students, and parents for improved student achievement. The bill rewards successful programs and provides a means of assistance and support to schools that are not making adequate progress. All of these provisions will give teeth to the bill and help ensure the realization of its impressive goals.

The proposed legislation strengthens the state-administered Even Start Family Literacy Program in its targeting of services to families most in need and extending eligibility for this intergenerational literacy program to teen parents. Additionally, to promote parents as partners in their children's education, Title I can now fund literacy training that is not otherwise available from other sources.

Other parts of the federal legislative program that will benefit students in New York City include the simplification of the categories of funding in the Title VII Bilingual education program and the 50/50 ratio between enrollment and Title I eligibles for allocating funds under the Safe and Drug-Free Schools and Communities Act. These provisions will allow our schools to coordinate programs and better direct resources to where needs are greatest. We also urge that the bill be strengthened by requiring a balanced distribution of funding among the three parts of Title VII and continuing the definition of bilingual programs to include only programs which provide instruction in English and a student's native language.

We also urge the restoration of Chapter 2 services as well as the retention of the Dwight D. Eisenhower Professional Development Program. Chapter 2 currently provides flexibility in using dollars to best meet the needs of children. The options include professional development, the purchase of technology and library resources, and greater access to support services. Challenging instructional materials are necessary if we are to help students achieve high standards and meet the Goals 2000: Educate America Act. In addition, we should retain the mathematics and science education provisions of the current Eisenhower program, not gut the one available funding source that covers math and science education and technology.

While we support the principles of the proposed Title I reauthorization bill, we would also like to take this opportunity to identify our concerns based on our initial review of the legislation. We have reservations about making Title the vehicle of reform through proposed additional funding with no guarantee of additional funding. Without additional funds we cannot meet proposed new mandates, such as two required health screenings in high-poverty elementary schools, the doubling of the required hours of instruction for neglected and delinquent youth, new staff development requirements and the emphasis on mentoring and career and college preparation for students above grade 6. Additionally, while we realize the importance of translating materials for parents, we must caution that translations be required only in the major languages of the students in the school or district. While we support these initiatives, if additional funding sufficient to meet the mandates is not provided, the new requirements will result in a diminution of other instructional services in order to comply.

The proposed change in school eligibility solely based on poverty is one we support. However, a preliminary analysis of this change, assuming no new funding, suggests that the implementation of this change in New York City would cause some high poverty schools currently serving large numbers of low achieving students to lose as much as 25% of their current allocation. Since we currently allocate dollars only for children in the lowest quartile of academic performance, the proposed formula would result in a doubling of eligible students and a shift of dollars from lower achieving schools to higher achieving schools. While we remain strongly in favor of the premise of allocating funds to schools solely on the basis of poverty, a transitional period or school-based hold harmless provision would allow for the gradual introduction of the new criterion to avoid the sudden loss of funds and services to individual schools.

Under the current law, comparability is measured based on the allocation of staff to schools-not on per pupil expenditures as proposed in the new legislation. The proposed change would require a redistribution of staff among schools so that higher salaried, more experienced teachers are assigned to Title I schools. A period of transition would be required to allow us time to make the changes necessary to redistribute teaching staff and meet the new comparability standard. Additionally, we are opposed to the removal of the grandfathering clause. School districts need more flexibility, not less, in planning and running Title I programs. To ensure program continuity, local educational agencies should have the right to retain a school's Title I status if they believe that the school is likely to become eligible again in the following year.

The bill puts a heavy emphasis on new state roles in setting standards, developing assessment instruments and providing technical assistance. While we support these activities in principle, there are many unanswered questions on how these new responsibilities will actually be carried out. There is also a lack of definition on what constitutes high-quality instruction and high-quality student assessments and how these provisions will be translated into regulations. Of major concern is the latitude given to State Education Agencies (SEA) for corrective action. The allowable actions appear to exceed those defined under State law. Moreover, the provision allows non-compliant LEAs to be abolished, restructured, or taken over by the very agencies who, through inequitable and inadequate funding formulas, may be responsible for the LEA's inability to meet programmatic standards and requirements. New York City, like other cities across the country, has filed suit against the State to remedy these inequities.

Additionally, the bill does not take into consideration differences in the cost of living nationwide. There should be some latitude for regional adjustments in determining the poverty cutoff. Nor does the bill sufficiently account for differences in the cost of providing education services in different areas of the country.

Lastly, the continued use of geographic area to define school attendance zones makes the identification of eligible schools extremely difficult as we implement school choice programs for children and their families. Indeed, given our open admissions policy at the high school level and the availability of mass transit which allows students to travel all over the City to attend school, this provision currently makes the determination of high school eligibility extremely difficult. Since many of our students do not submit forms for free or reduced lunch, funds are often not channeled to high schools of choice that are not located in high-poverty neighborhoods but serve large numbers of poor students. Alternatives which better accommodate school choice must be considered.

Our concerns with this bill are far outweighed by our strong conviction that this legislation holds great promise for disadvantaged students in our city and our country. The urgent need for educational reform presents us with both challenges and opportunities. We are pleased that the federal government has accepted the challenge and assumed a leadership role in this effort.

We cannot relegate our poor and disadvantaged children to a secondary and inferior tier of education from which they may never emerge. If we are to break the iron cycle of poverty in this country, all children must be given the opportunity to succeed. The legislation before us today is a very important step toward reaching that goal. For the future benefit of our children and our nation, I request your support of this bill, along with your consideration of the issues we have raised.

PREPARED STATEMENT OF MS. PURIEFOY

Good morning, Mr. Chairman, and Members of the Committee.

My name is Wendy Puriefoy. I am President of the Public Education Fund Network, and I come before you this morning with three major concerns. First, I am deeply concerned about the failure of our schools to address the needs of poor children in this country. Second, I am concerned about decreasing public confidence in government's ability to adequately address the problem. And, third, I am concerned about the future of public education as an institution, and, as a result, about the future of our democracy.

We will soon mark the fortieth anniversary of the landmark decision of Brown vs. Board of Education in which the Supreme Court struck down the doctrine of separate but equal schooling. Today, the debate is not only about access to education, but is also about the quality of those schools. What is it that students have access to within our schools? What programs are available? How are students performing? And what is the impact of the changing demographics in our communities on the roles that schools must fill?

Poverty among children is on the rise in this country, with the highest rates of poverty among children of color. Children of color are much more likely than their white counterparts to attend schools with high concentrations of poor children.While African-American and Hispanic students make up 23 to 30 percent of the total student population, they make up 75 to 88 percent of the population of the highest-poverty schools.

By the year 2000, one in three school-age children will be members of a minority population. Child poverty rates are two to three times higher for minority children than for non-Hispanic whites, and children of color are at greater risk of growing up in disadvantaged circumstances.

Demographically, a student who attends a high-poverty school is more likely to live in a single-parent household, to have an annual family income of less than $10,000, to have a parent who is unemployed or on welfare, to have a parent for whom English is a second language, and to face a range of developmental obstacles. This student probably doesn't have access to supplementary educational resources at home, and probably did not attend a preschool program.

The school such a child attends has a higher class size, has less experienced teachers, places greater reliance on instructional aides, and has less parental involvement, and is likely to be more than 50 years old. The performance of the child attending a high-poverty school is significantly lower than that of other students; he is more likely to have been held back a grade; he is more likely to be absent, late, or suspended. And his teachers are less likely to judge the student as having high ability.

In addition, the makeup of families has changed considerably. The numbers of two parent families with children, which stood at 49.6 million in 1970, is expected to decline to 34.5 million by the year 2000. The number of female-headed households with children is increasing from 5.7 million in 1970 to 9.7 million in 2000. African Americans are three times more likely than whites to be single parents.

Though the obstacles are daunting, they are not insurmountable. Achievement of students of color increased markedly following the Brown decision. The high school graduation rate for African-American students doubled from 24 percent in 1950 to 58 percent in 1970. The gap in achievement between minority and white students has continued to narrow. But disparities still exist, and economic, demographic, and social factors now threaten those gains. In many places, children of color are attending schools that are increasingly racially segregated and ability tracked, and the schools they attend have fewer resources and weaker academic programs than schools with more white and higher-income students.

For example, only half the schools whose enrollment is 90 percent minority offer calculus, compared with 80 percent of mostly white schools. And poor and minority students who attend wealthier schools are often tracked into nonacademic courses. Almost twice as many black 8th graders as white 8th graders take no science. And Latino 8th graders are almost 2 and 1/2 times as likely to take no science as their white peers.

Some efforts are being made to address this. For example, Robert Moses, the civil rights activist, has begun to look at algebra as a civil rights issue because of the gateway it provides to higher learning. Schools in Boston and other cities are now offering algebra to students as early as the 7th grade.

The National Education Goals that the Senate recently ratified inherently acknowledge the relationships among education and community, social services, and the economy. Therefore, the reauthorization of the Elementary and Secondary Education Act must acknowledge those same linkages. But as we look at the National Education Goals one by one, we see very starkly how far we as a nation will have to go to achieve them, especially in light of changing demographics and the increase in the level and concentration of poverty.

The first national education goal calls for all children to start school ready to learn. The current reality is that:

- One out of 4 pregnant women receives no prenatal care during her first trimester of pregnancy. Yet, 20 percent of children with disabilities would not be impaired if their mothers had received even one physical exam during the first trimester. Eleven percent of children in grades K to 12 nationwide are in special education.
- Fifteen to 20 percent of babies are born exposed to illegal drugs, including 350,000 children born exposed to crack-addicted mothers. Getting these children ready for school costs $40,000 each.
- Seven percent of all babies and 13 percent of African-American babies are born with low birth weight, a condition that often leads to developmental disabilities.
- Twenty percent of pre-kindergarten children aren't vaccinated against polio.
- Almost one out of four children under 6 lived in poverty in 1990, and poor children are more likely to have untreated health problems that interfere with learning.
- One of the best federal programs available to get children ready to start school is Head Start, yet only 1 out of 3 eligible children participates in Head Start.

The second national goal is that the high school graduation rate will be at least 90 percent. Today:

- Only 69 percent of students who entered high school in 1986 graduated in 1990; only 61 percent of African-American and 42 percent of Latino students graduated in 4 years.
- Over 1 million teenagers got pregnant in 1989. Pregnancy is the leading cause of dropouts among female students.

The third national goal calls for students to master a challenging curriculum at grades 4, 8, and 12. However:

- In 1993, only 25 percent of fourth graders could read at the fourth-grade level. Only 28 percent of eighth graders and 37 percent of 12th graders could read at their grade levels.
- Most students have a limited grasp of U.S. history.
- In geography, many high school seniors have not mastered the basic concepts of longitude and latitude.

The fourth goal calls for U.S. students to be first in the world in science and math achievement. Today:

- The U.S. ranks 12th out of 14 industrialized countries in international tests of science achievement among 13-year-olds; and 13th out of 14 such countries in tests of math achievement in the same age group.
- While most students are underperforming, the disparity in achievement levels among racial groups is striking: Among twelfth graders, only 39 percent of Asian Americans, 19 percent of whites, 6 percent of Latinos, 4 percent of African Americans, and 5 percent of Native Americans achieved at the math level judged to be "competent" by the National Assessment of Educational Progress.

The fifth goal calls for all adults to be literate. But:

- 27 million Americans are illiterate, unable to read a letter from their child's teacher. And half of all adults—90 million people—have a low level of literacy, the Department of Education reported last fall.
- Among 1980 high school graduates, 27 percent of Asians, 20 percent of whites, 11 percent of Native Americans, 10 percent of African Americans, and 7 percent of Latinos had completed a B.A. degree by 1986.

And the sixth goal is that schools shall be drug- and violence-free. Yet:

- 1 out of 5 students reports bringing a weapon to school.
- Each day, 16,000 crimes occur on or near a school campus.

These statistics make one thing clear. Children are coming to school in need of a great deal more than just the education that takes place in the classroom. Two and a half million children were reported abused or neglected in 1990. Five and a half million children under 12 are hungry. And 100,000 children are homeless every night.

These problems don't wait outside the schoolhouse door. Children, like all of us, bring their lives with them into their place of work—the classroom. A child who is hungry, or cold, or needs glasses, or is the victim of child abuse or sexual abuse, or who saw a neighbor shot in the hall of their apartment building, can't concentrate on learning.

THE IMPORTANCE OF COMMUNITY

Schools are being asked to respond to needs of children and families that they have never had to address before. But schools can't—and shouldn't have to—meet these needs alone. These are not education problems. They are health problems. They are social problems. They are problems of poverty. In short, these are community problems, and we need community support to begin to solve them.

Sadly, public support for public schools is simply not there. When asked to grade the performance of public schools nationally, only 18 percent of the public assigned an A or a B. Fifty percent of Americans favor a voucher system that would allow parents to choose private schools paid for by public dollars. Americans see the public schools as enormously troubled and at sea without any hope of direction or redemption. They are angry that government appears unable to do anything about it, and so the public has disengaged. I believe this disengagement is extraordinarily dangerous and failure to address its causes can undermine the very foundation of our democracy.

Education is the cornerstone of our democratic form of government. Schools teach the skills necessary to participate in our democracy. Democracy, by definition, is rooted in communities, and schools are often the first and only community institutions many disadvantaged children encounter. In 1954, Robert Maynard Hutchins, former president and chancellor at the University of Chicago, wrote that "the death of democracy is not likely to be an assassination from ambush. It will be a slow extinction from apathy, indifference, and undernourishment." Without your attention, democracy in this country is in danger of slow extinction.

In his essay 'America Skips School,' published in the November 1993 volume of Harper's magazine, Benjamin Barber of Rutgers University wrote,

> The logic of democracy begins with public education, proceeds to informed citizenship, and comes to fruition in the securing of rights and liberties . . . . We have decoupled rights from civic responsibilities and severed citizenship from education on the false assumption that citizens just happen. We have forgotten that the 'public' in public school means not just paid for by the public but procreative of the very idea of a public. Public schools are how a public—a citizenry—is forged and how young, selfish individuals turn into conscientious, community-minded citizens.

As you begin consideration of the reauthorization of the Elementary and Secondary Education Act, you have the opportunity to reconsider how best to serve the disadvantaged children for whom most of these funds were intended, as the existing programs are not meeting their goals. And please know that this responsibility is about much more than funding federal education programs.

It is about furthering democracy, confirming civic values, and rebuilding communities that are disintegrating. John Gardner, former secretary of Health, Education and Welfare, and an advisor to six U.S. presidents, tells us that it is in communities that individuals develop identity and a sense of belonging, that values are generated and shared. Individuals torn loose from the community and shared values experience a loss of meaning and a sense of powerlessness over their ability to influence the events of their lives. Gardner posits that those who are "left without moorings by the disintegration of group norms and torn from any context of shared obligations, have gotten drunk on self" and are no longer concerned with the plight of others. This is more than evident in our schools and communities.

The violent incidents involving students in public schools here in the District of Columbia in the last two weeks are testament to failed value systems and loss of community. Furthermore, the larger community feels no ownership of the schools. Parents today are focused exclusively on "self:" "What is the best education I can get for my child as long as she is in the system? If I can afford to do so, I will take my child out of the public system. When my children are no longer in school, I have no responsibility for the continued health or survival of that institution."

That's an all-too-familiar refrain. A recent study by the Public Agenda foundation, for instance, described in sobering and depressing detail how easy it is to "buy off" concerned parents—by agreeing to put their children in the magnet program or to set up special after-school enrichment classes. Once that happens, parents are quick to remove themselves from the front lines of the larger debate about changing the system. But that does not help the rest of our disadvantaged children.

THE FUTURE OF OUR SOCIETY

The survival of public education in this country is not just about preparing young people to enter society. It is about the future of democracy. We must remind ourselves of why we are in this business, why it is important that public schools excel and address the needs of the population they serve, and why broad-based community involvement is critical to the survival of public schools. Yet, in some circles, the debate has moved from how to improve public schools to whether there should continue to be public schools.

The action you take in this reauthorization is important, not just for the support it can provide, but for the message it sends. The federal role of setting standards to which states and communities can aspire, as you have done through the National Education Goals, is vital.

We applaud the movement toward measurable standards to ensure that all children are given the opportunity to meet high standards of performance. Indeed, the chair of the Network's board is David Hornbeck, who is co-director of the National Alliance for Restructuring Education, senior advisor to the National Center on Education and the Economy, the Business Roundtable and numerous other restructuring initiatives, and who served as the primary architect of the 1990 reform legislation for the state of Kentucky. Mr. Hornbeck chaired the Commission on Chapter One, which produced recommendations for significant and important changes to that legislation.

But standard setting without sufficiently targeted resources to help disadvantaged students reach these standards can sound like school reform to the general public calling for action but can be a cruel joke on the very children we are trying to support. In your consideration of redistributing Title 1 resources, we urge you to have the political courage that it will take to ensure that these dollars are targeted in a meaningful way where they are needed the most, rather than spread as thinly as they are under current law.

In addition, opportunity-to-learn standards will help to ensure that children who have traditionally been ill-served or underserved by existing programs have a fighting chance to receive needed support to accomplish the goals we share for this population. We urge you to include opportunity-to-learn standards in the reauthorization.

Greater acknowledgment is needed regarding the necessary linkages between schools and the communities in which they sit. Again, schools cannot address the needs of disadvantaged children alone. Using schools as forums to deliver comprehensive health and social services as an integral part of school reform efforts is the only way to ensure that children are receiving the additional support they need to meet these standards. We urge you to facilitate such initiatives through the availability and use of resources.

Existing school-community partnerships, like local education funds, can provide a critical brokering function between organizations that historically have not worked together. LEFs serve as neutral convenors to bring together a wide range of community groups. As such, these LEFs have credibility and access that other partnership efforts may lack.

As you consider the reauthorization, please remember that not every "outcome" of public education is measurable. School reform today is driven primarily by a concern about improving our nation's economic competitiveness, and maintaining our standard of living. While important, these are not the only reasons that public schools were established.

In addition to preparing young people to enter the economic marketplace, public education perpetuates a civil society which allows us to have our economic marketplace. Through public education we convey to the next generation the human values we hold dear: compassion, honesty, caring about one's neighbor, taking responsibility for one's own actions. These can't be directly measured in the same way as pedagogical outcomes. But we see the results of our success or failure every day in the way we conduct our lives. This means that we must broaden the range of indicators we use to measure progress in our schools. In setting standards and sending messages, let us not send the message to schools that if you can't show it on a graph, we are not interested.

Schools should foster the capacity of Americans to treat one another fairly, to behave with tolerance, to solve complex problems and to look at the future as well as the present. National and community service begins to get at the larger civic role that education plays. Access to health and social services through the schools begins to present schools as community institutions to serve all community members with a variety of needs. As we reposition schools as a place where key events take place, we bring knowledge and participation into the schools. In many communities, the schools, as beleaguered as they are, are the only surviving community institution left. As such, they are the only place to begin to arrest and reverse the process of community decline and decay. The reauthorization can make a link between the relationship between schools and the health of the community.

But the federal government also has the broader mission of ensuring the presence of freedom to allow people to participate knowledgeably in a free society. As you embark on your consideration of the reauthorization of the Elementary and Secondary Education Act, I ask you to consider the messages that your actions will send to communities across the country, to consider the values inherent in those messages, to whom those messages are sent, and why.

It has become commonplace for education reform leaders and policymakers to bemoan the lack of public engagement in the need to reform schools. We've all seen surveys reporting that, while people believe that our country's schools are seriously flawed, they also believe their own hometown schools are fine—so they aren't compelled to do anything to change the business-as-usual in public education.

We know that unless we find a way to break through this complacency, little progress will be made. Citizens who believe there is nothing wrong "right here in River City" are not likely to support or even understand the sweeping changes on reformers' agendas: much higher learning standards, new ways of testing students, new ways of organizing instruction, ambitious attempts to get all of a community's social service agencies to work more closely with the schools, and so forth.

These are the programs that experts tend to talk about. The education reform debate often gets bogged down in these nuts-and-bolts issues, which obscure the greater significance of public education.

I'd like to submit that perhaps we are sending the wrong messages to the public—or at least, not the complete message. This is our chance, and yours, to change that. Instead of focusing so much on the schools' role in turning out smart "worker bees," we should remind people about the even more crucial function schools serve. What's really at stake in the fight for the future of public schools is the future of American democracy. For more than a century, public schools have transmitted American values to all Americans. If public schools fail, there are no other institutions that can adequately take their place.

THE ROLE OF PUBLIC EDUCATION FUNDS

The Public Education Fund Network is re-engaging the public in the need for and purpose of public education in a democratic and civil society. The Network is a national nonprofit membership association of 53 local education funds (LEFs) located in 27 states and the District of Columbia, serving over five million children in disadvantaged communities. Each local education fund is an independent, nonprofit, community-based organization committed to achieving high quality public education for all children, especially the disadvantaged. The LEFs work with local school districts to build support for public education by convening community members, raising private funds for use in the school system, and serving as a catalyst for systemic reform. The Network's mission is to link and unite member local education funds and to work with them to mobilize the energy and resources of their communities to build effective and successful public schools.

In communities across the country, local education funds are about the business of building support for public education. Representing a unique collection of business and civic leaders, parents, and educators interested in improving public education,local education funds have a long-standing history of providing a vital link between the school system and the broader community. Local education funds have been working to build community relationships ever since their establishment 10 years ago by the Ford Foundation, staying the course while other partnerships come and go. Their boards of directors represent a cross-section of their community including school leaders; parents; businesses; philanthropists; university administrators; health and social services agencies and organizations and civic leaders. Together, the Network and its member funds are working to improve education for more than five million public school students in grades K to 12 across the United States.

All of the 53 local education funds comprising the Network's membership are located in school districts that serve a high proportion of disadvantaged children. Education funds are located in urban districts such as Boston, Philadelphia, Providence, and Baltimore, and rural districts such as Greenville, South Carolina. Local education fund initiatives include small grants to teachers, public education advocacy, school/business partnerships, management training for principals, parent involvement programs, curriculum and teacher development, dropout prevention programs, student mentoring and tutoring, career awareness and scholarships.

Increasingly, local education funds play a pivotal role in their work within the Network's 5 policy areas: school finance, school governance, educational leadership, curriculum and assessment, and schools and communities. Their role is valuable to the community—particularly because no other organization is filling it. Under school finance, for example, local education funds have analyzed the school budget, translated it into lay terms, and held community forums to explain to the public the need for a requested bond referendum. In school governance, local education funds are sponsoring school board development programs in which boards work on their decisionmaking skills and policy making role. Local education funds hold school board candidate forums. They survey their communities about its perceptions of the school board and educate the public as the board shifts its role from day-to-day management into policy making.

Under educational leadership, local education fund initiatives range from teacher mini-grant programs for professional development to Urban Math Collaboratives and other direct professional development opportunities. Under curriculum and assessment, local education funds are involved with implementing new strategies throughout their districts, and under schools and communities, local education funds are involved with initiatives ranging from moving comprehensive health and social services into schools to school-business partnerships. In several cases, LEFs are the vehicles through which national foundations sponsor their education initiatives, like the $45 million National Library Power program in 22 communities across the country.

A CASE IN POINT: PROVIDENCE

I'd like to tell you about the work of just one local education fund, the Public Education Fund in Providence, Rhode Island, which galvanized the attention and support of a once apathetic community. Like people in many communities, Providence teachers and administrators, parents and students, civic and business leaders were dissatisfied with the quality of the education system. And like people everywhere, they had no idea what to do to change the system.

But the Public Education Fund is helping to make a difference in Providence, a community with a diverse population and many disadvantaged students. The fund coordinated an 18-month survey of the schools to find out what was wrong, one of the most comprehensive surveys of a public school system ever done. More than 80 people from the community volunteered their time to the project, which included interviews, focus groups and surveys to listen to what thousands of people had to say about their schools. What they had to say is remarkable. Despite the failures and inefficiencies, the poor scores and bad attitudes, they cared deeply about their schools and wanted desperately for them to succeed. And they had many suggestions for making things better. A primary reason for the LEF's effectiveness in soliciting this information was their independent role as an outside agent which made teachers and others comfortable being forthright in detailing how schools needed to be reformed.

Out of this monumental effort of accumulated data came the Providence Blueprint for Education (PROBE) report, which riveted the community with a 6-part, front page series in the Providence Journal last year. The report not only summed up what the community believes is wrong with the schools, it gave 39 recommendations for making them right—recommendations drawn straight from the community. Now, a year later, Providence schools are beginning to implement these recommendations, and every constituency in town is supporting them, from the Urban League to the mayor's office to the chamber of commerce.

More important, the public is still engaged. They are seeing that their voices do matter, and they are much more involved in and interested in what goes on in the Providence schools. Democracy lives in Providence.

Elsewhere, local education funds are making a difference in the quality of public schools and fostering a healthy understanding of democracy in action. Following are some specific examples of local education fund work in other areas of the country.

MASSACHUSETTS

The Cambridge Partnership for Public Education, the Boston Plan for Excellence in the Public Schools, the Alliance for Education in Worcester, the Lynn Business/Education Foundation and the Mary Lyon Education Fund, Inc. in Shelburne Falls, are the Network's five local education funds in Massachusetts.

The Alliance for Education in Worcester has created a Professional Development Institute offering hundreds of activities ranging from workshops on how to meet the challenge of multicultural schools to lectures on the latest developments in biotechnology. They have also created the Task Force on Science Education to develop a comprehensive action plan to reform science education and to address issues of professional development, curriculum and assessment, facilities and equipment, resources, and the needs and expectations of business and industry. The executive director, Paul Reville, is a member of the Massachusetts State Board of Education.

The Cambridge Partnership for Public Education has created the Career Pathways Initiative to help build school-to-work transition programs for youth in Cambridge. The Career Pathways Initiative has received support from the local government, and the City of Cambridge has agreed to provide resources for its operation.

OHIO

The Summit Education Partnership Foundation in Akron, the Alliance for Education in Dayton, and the Cleveland Education Fund are three local education funds in Ohio.

Established in 1984, the Cleveland Education Fund is recognized for its leadership in educational reform and restructuring. It provides resources to enhance the professional performance of teachers and others who provide educational services to the school districts, and has been highly successful in securing national and local support for its math, science, and writing collaboratives.

The Alliance for Education in Dayton sponsors the Growth in Education through a Mathematical Mentorship Alliance (GEMMA) program that offers an eight-week program for teachers of science and mathematics at local businesses and government sites.

CONNECTICUT

The New Haven Public Education Fund and the Bridgeport Public Education Fund are two local education funds in Connecticut.

The New Haven Public Education Fund promotes quality education for all students in the New Haven Public Schools through a variety of innovative programs including parent involvement grants; an Educational Resources Clearinghouse; and school-business partnerships that have resulted in the collection of 10,000 books for the school system. The Fund supports James Comer's School Development Program through their operation of the Parent Involvement Initiative.

MARYLAND

The Fund for Educational Excellence in Baltimore has a strong history of developing effective partnerships and administering effective and successful programs. The Fund has a five-year partnership with the Johns Hopkins Center on Families, Communities, Schools and Children's Learning that has been highly effective in developing a sound approach to family/school partnerships.

PENNSYLVANIA

The Public Education Fund Network has five member local education funds in the state of Pennsylvania: The Council for Public Education in Harrisburg, the Allegheny Policy Council in Pittsburgh, the Chester Education Foundation in Chester, PATHS/PRISM in Philadelphia and the Mon Valley Education Consortium.

The Mon Valley Education Consortium supports and enhances school improvement strategies to enable all people to improve their quality of life and economic situation. Through community support for school reform, MVEC has developed literacy programs, distributed 20,000 books to kindergarten students and families,supported professional development programs, and integrated computer technology into the classroom. The MVEC serves school districts in Allegheny County, Fayette County, Washington County and Westmoreland County.

PATHS/PRISM is one of the largest local education funds in the country, and has been involved in the renewal and restructuring of the Philadelphia Public Schools since 1984. PATHS/PRISM directs more than 30 projects each year, involving more than 9,000 teachers in staff and curriculum development. PATHS/PRISM has been an integral part of the district's large-scale restructuring effort, providing assistance

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and resources at the elementary and middle school levels. Programs include staff and curriculum development projects designed to improve academic instruction,assistance to schools engaged in school renewal, and student enrichment programs in science, engineering, and mathematics.

INDIANA

The Network currently works with three local education funds in Indiana: the Allen County Local Education Fund in Fort Wayne; the Indianapolis Public Schools Education Foundation, and the Public Education Foundation of Evansville.

The Allen County Local Education Fund in Fort Wayne has conducted a massive community awareness campaign on the importance of local school boards and their profound influence on the community. The ACLEF has also contributed resources toward the development of more adequate and accessible social services, health programs, and lifelong learning activities for youth.

SOUTH CAROLINA

The Alliance for Education in Greenville, South Carolina is dedicated to achieving high-quality public education for every child by supporting and enhancing school improvement strategies. The Alliance for Education sponsors a community outreach project and an education forum, and provides grants for innovative school Improvement projects.

OUR CHALLENGE, AND YOURS

Your challenge here in the Senate, and ours at the Public Education Fund Network, is to send a message that we do care about our public schools, not only because we want smarter students, better test scores and a more competitive economy, but because we want to preserve our democratic heritage. Our call is to foster democracy in every public school, among all students, in urban and rural communities alike—where the despair of poverty today often speaks with a louder voice than the triumph of democracy.

No matter how difficult the task of school reform, the children remind us—through their attendance in large number in public schools and through their struggle to gain academic and social skills—how important our work is. They also remind us that public education is a right, not a privilege. Indeed, it is a prerequisite for a democratic and civil society.

Our work will not be done until every poor and disadvantaged child in America can go to any public school in any community on any given day and feel the commitment of their community to support their academic, social, and emotional development.

[Additional material is retained in committee files.]

PREPARED STATEMENT OF THOMAS C. BOYSEN

Chairman Kennedy, Chairman Pell, members of the Committee. Thank you for the opportunity to testify on behalf of the fifty-seven superintendents and commissioners of education who make up the Council of Chief State School Officers. I provide a perspective on the challenge of reauthorization based on my education career that began with teaching in Africa, includes 20 years as a school superintendent in Washington State, New York, and California, and now 3 years as Commissioner of Education for the Commonwealth of Kentucky.

The proposals on which this testimony is based and the accompanying recommendations I am submitting were unanimously approved by the Council in November 1992. I comment on these proposals in relation to their impact on Title I (currently, Chapter 1) students in the nation's most economically disadvantaged schools and districts, from the perspective of our work in Kentucky's education reform and the importance of federal programs to advance our work.

You are now reauthorizing programs which began more than a quarter century ago. This reauthorization is the most significant since the original enactment of many of the programs in the early 1960's. It provides the 103rd Congress and the Administration an extraordinary opportunity to consider anew the federal role in elementary secondary education and to restructure the major federal Elementary and Secondary Education Act (ESEA) programs. We commend you for launching this series of hearings and urge you to act quickly to move the reauthorization through the Senate and conference with the House to enable appropriation of the $7 billion the President proposes for Title I, $700 million for professional development, and the other increases for elementary and secondary programs.

Three decades of rapid economic, social, geopolitical, and environmental change have transformed the needs and challenges of education. In the 1960's, equal educational opportunity was a moral obligation. In the 1990's, it has become an economic imperative. In the 1960's, the focus was raising student performance for the economically disadvantaged to the level cf more affluent populations. In the 1990's, we must raise the performance level of the entire population with even greater efforts for individuals identified as needing extra assistance to meet the new standards.

In this context, you face the following challenges:

(1) The student populations identified in current law as needing special federal assistance are not fully-served. Too few students eligible for service under several different federal programs are receiving integrated and coordinated federal, state, and local services. The aggregate impact of programs serving identified student populations must be stronger and sustained.

(2) Our nation's elementary and secondary education system is not achieving at the necessary high performance level. Federal programs must be directed simultaneously to raise the capacity of the entire system for higher order learning and to assist identified populations to reach the higher/standards expected for all students. Federal funds comprise about 6% of total elementary/secondary spending, so they must leverage local and state dollars to improve results.

(3) Federal support for elementary and secondary education through ESEA and other laws must be more effectively coordinated among the various titles of the ESEA; with systemic reforms which will be supported by the Goals 2000: Educate America Act; and with new initiatives to build systems of school-to-work transition and comprehensive health, social and education services.

The central issue facing you is this: Over the past three decades, scores of separate categorical programs have been established and are now incorporated in the ESEA. Several of the programs serve the same students, but each program has its own separate purpose and ground rules, thus providing disconnected service. In some cases program requirements initially believed beneficial are now known to be counter-productive.

States and localities are making substantial changes through their own reforms and establishment of their own programs, which are often similar to the federal programs. Federal, state and local programs must be put in "sync." The objectives of each program must be met, but the impact of all of the efforts together must yield effective, sustained results. Comprehensive restructuring and systematic change in our schools requires new flexibility in implementing federal programs. Federal, state and local funds must be pulled together to accomplish specific objectives and to produce top quality schools for all students.

Goals 2000: Educate America Act, currently in conference between your Committee and the House Education and Labor Committee, is the catalyst which provides the framework and structure for addressing these challenges in the ESEA reauthorization. With its focus on systemic operation of state and local educational systems, Goals 2000 will support comprehensive planning toward high expectations and standards for all students to master challenging subject matter, and alignment of each key facet of the educational system with those objectives for student performance. This alignment will involve curricula, assessments, professional development, use and expansion of learning technologies, and the other critical elements of teaching and learning, including coordinating of comprehensive services to address the needs of the whole child, parent education, school community connections and school-to-work transition.

Let me use Kentucky's Education Reform Act (KERA) as an example of how comprehensive reform and systemic operation can change the dynamic of America's classroom and schools:

There has been a radical change in teaching and learning in Kentucky since KERA was launched four years ago. Kentucky's 200,000 students between the ages of 5 and 9 and 8,500 primary teachers are experiencing a new pedagogical order: the continuous progress, non-graded primary school. The "typical" classroom at schools such as Arlington Elementary in Lexington is not one where rows of students face a teacher for instruction most of the day, with a few pulled out for supplemental services or involved in reading groups. Instead, an 8-year-old might be reading to a 6-year-old, some children are engaged in individual research, while others work cooperatively in groups with "hands-on" materials or with computers.

KERA's continuous progress primary schools abandon the lock-step program defined by grades kindergarten through 3 and curriculum based on separate subjects. Replacing the outmoded "cellular curriculum" is an integrated curriculum, with learning organized around themes that teach content in the context of solving problems alone and with others. Students move at their own direction and pace toward the six learning goals that KERA measures. Special needs students with disabilities or educational disadvantages and the specialists who assist them are included in regular student groupings to the maximum feasible extent.

Key to these changes in teaching and learning are adoption of clear, statewide standards to achieve national goals and reliance on "authentic" assessment. Kentucky has adopted performance-based student assessment to measure progress toward statewide goals, in a high-stakes accountability system based on each school's two-year progress. It has raised expectations, measures the meaningful and focuses on what students can do with what they learn. For students at Pikeville Elementary School in eastern Kentucky, for example, this means that paper and pencil, multiple-choice tests have been replaced with portfolios that students use to become self-assessors, and simulated tasks, such as using labeling information to select the healthiest bottled drink from among several or estimating the cost of items purchased at a drug store.

And we're getting results: 1993 test results indicate that Kentucky elementary, middle and high school students have taken significant first steps toward meeting education reform's high learning goals. Statewide scores for grades 4,8 and 12 were 8 percent higher in 1993 than in 1992. Most impressive are gains averaging about 16 percent for 4th graders. If the nation's economic productivity were going up at this rate, we'd all be really pleased.

KERA has changed the role and function of schools as well, connecting them to the family and communities as a site, and even the source, of comprehensive services. Children have different rates of learning and our extended school services program is designed to provide those who need additional instruction with individualized services before and after school, on Saturdays and during the summer.

We also have 375 Family Resource/Youth Services Centers which operate on the premise that healthy, alert children are better learners. Hunger and malnutrition, child abuse, illness, inadequate clothing, poor vision, bad teeth, missing child support and emotional trauma are all serious impediments to learning. The KERA centers are located in or near 638 schools with populations of 20% or more economically deprived students. They act as "air traffic controllers" for children and families who need help using the complicated human services network referring families and youth to existing social, health, welfare and justice services.

To spread the type of alignment and improvement of the educational system occurring in Kentucky into every classroom and school across the nation and to assure that the reauthorized elementary and secondary education programs operate systemically, we urge the following:

- Adopt a comprehensive revision of the entire set of federal elementary and secondary education programs, by clustering federal programs with similar characteristics to authorize states and localities the option of consolidating them with one another and with state and local programs. The concept maintains the "categorical" characteristics of key federal programs, such as targeting towards identified population groups and to particular uses of funds. Separate line item appropriations would be continued for each of the categorical programs, and unique programmatic features would be retained. By clustering programs that have similar characteristics under the several titles of a new bill, the legislation would give-states and localities the flexibility to consolidate federal programs in ways that effectively serve the intended populations and use their flexibility at the front end, during the planning and application process. This is far-more efficient and effective than an after-the-fact waiver approach.
- Provide states adequate resources under all titles of the Act to enable SEAs to fulfill the responsibilities of Goals 2000 and ESEA for higher performance of all students through statewide leadership, professional development, and technical assistance to LEAs and schools. The requirements of SEAs under Title I, for example, go far beyond program administration, compliance monitoring, and general technical assistance. SEAs have a vital role in providing support for schoolwide projects and schools identified as needing improvement. This requires continuation of an additional percentage set-aside of state Title I grants for school/LEA improvement activities. The state-level set-asides under any title aimed at special needs of students and the overall improvement of teaching and learning are equally important to spread reform and improved practice to all districts and schools in each state.
- Assure all ESEA programs are consistent with systemic operation under Goals 2000 by providing for an appropriate state role in each program. Bypassing the SEA on any program designed to support improved practice in schools or to address categorical concerns, such as the needs of a special population or rural-urban districts, is counter to a systemic approach. Large formula or competitive programs should be administered by the SEA in accordance with state

Goals 2000 and Title I plans. Local applications for funds under smaller demonstrations or "start-up" programs should be reviewed for comment or ranking by the SEA.

- Reauthorize a flexible source of federal funds, similar to the current Chapter 2, to support the full range of systemic and school improvements at state and local levels. A new Title II should provide formula funds to help states and localities meet their identified needs for improving student performance in all schools. We support the focus of specific parts of the Title on professional development and learning technologies, if there is continuing authority for other activities such as curriculum and assessment development. SEAs and LEAs need sources of funds to support the full range of systemic improvements and the development and dissemination of restructuring models to achieve the objectives of ESEA and Goals 2000.

Based on these general recommendations, we make the following specific proposals for the new Title I:

- Require that content and student performance standards for students served under Title I be the same high standards expected of all students by authorizing SEAs and LEAs to use or amend their Goals 2000 plans for submission as their Title I plans. Those states and districts not participating in Goals 2000 plans should be required to have the same high expectations and offer challenging subject matter to all students.
- Enable development of a coherent instructional program for students who are eligible for multiple services under ESEA (Chapter 1, bilingual education, migrant education, etc.) by clustering the several federal programs of direct service to special populations under a new Title I, with a state and local option to consolidate and integrate services under these programs.
- Encourage expansion of schoolwide projects by reducing the poverty threshold from 75% to 50%.
- Enhance the potential success of schoolwide projects and schools identified as not meeting state performance standards by authorizing a specific percentage (.75%) set-aside of each state's total Chapter 1 grants for SEA technical assistance to such schools through school support teams and distinguished educators. Each SEA must also be authorized to retain up to 1% of its total Chapter 1 allocation to fulfill administrative and accountability responsibilities and to provide general technical assistance to LEAs and schools.
- Provide for an appropriate SEA role in school improvement by requiring joint approval of school improvement plans and decision-making about technical assistance to those schools identified as not meeting state standards for student performance which do not improve for two years under a revised or LEA-approved plan.
- Require that any waiver requests or applications by LEAs under Title I or other titles of ESEA be advanced to the SEA for approval and transmittal to the Secretary of Education. This is necessary to assure that Title I/Chapter I programs 1) both reflect and advance state and local Goals 2000 plans; 2) are consistent and coordinated with other titles of ESEA; and 3) are connected to initiatives such as comprehensive coordinated services and school-to-work transition by authorizing an appropriate SEA role in the application and/or administration of each program.

The chiefs and education reformers across the nation encourage you to act decisively to lead another great education revolution which prepares American students for the 21st Century. The first revolution began in 1830's and 40's in Massachusetts, with the initiation of the "common school" movement by educator/politician Horace Mann. The main conviction of that campaign was that every child had the right to attend a school. Today's systemic approach to education reform demands far more on behalf of all children.

Its principal belief is that all children have the right to succeed in school. Its key assumption is that all children can learn at high levels.

In Kentucky, we are banking on KERA's systemic approach to stimulate huge changes in the state's economy, mainly by producing a new generation of world-class thinker, problem solvers, workers. Enactment of the reauthorized ESEA as we propose would provide us with federal programs we can use more effectively and greater resources to succeed. It would enable all of America's children to achieve educational success.

Thank you. I look forward to answering your questions about KERA and our Council's proposals.

PREPARED STATEMENT OF DAN FRENCH

Chairman Kennedy, Chairman Pell, members of the Committee. Thank you for the opportunity to testify on behalf of the Massachusetts Department of Education. As State Chapter 1 Director and the Director for Instruction and Curriculum Services, I provide a perspective on Chapter 1 Reauthorization based on a state education agency that seeks to use Chapter 1 funds to leverage education reform in low-achieving schools across the state.

Chapter 1 has been a significant presence in assisting schools serving high percentages of low-income students to boost the learning levels of these students. In Massachusetts, as in every state, we have many examples of schools which have used Chapter 1 funds in innovative ways to increase student achievement. However, as you debate the Reauthorization of Chapter 1, there are also many ways in which the current construction of Chapter 1 law and regulations hamper State, district, and school initiatives and efforts to initiate innovative change. As we learn more about how students learn and how to affect positive change in schools serving high percentages of low-income students, we need to revamp Chapter 1 to better assist us and schools in this process. Let me provide you with just a few examples of how the current construct of Chapter 1 may sometimes impede our efforts to improve schools:

First, the current law and regulations hamper state's reform efforts by creating artificial boundaries, by limiting the ownership of staff for low-achieving students, and by restricting the use of Chapter 1 funds in school improvement efforts, except for those schools that are schoolwide project schools. Last June, the Massachusetts Legislature enacted the Education Reform Act, a systemic reform law that will result in more equitable funding of school districts, the first time development of a Common Core of Learning and PreK-12 curriculum frameworks in all the major disciplines, a statewide assessment test that will include more open-ended and problem-solving questions and writing and math samples, and decentralization of decision-making to the school site. An underlying principle of this law is that all children can learn at high levels and that all schools and districts will be held accountable for ensuring that this occurs. This will require increased collaboration in every school among regular education, special education, bilingual education, and Chapter 1 teachers to ensure that all children are receiving challenging, high-content learning opportunities.

Yet, current Chapter 1 law and regulations hinder this effort—through continuing to require standardized testing to demonstrate learning gains, through allowing only incidental contact during Chapter 1 instruction of Chapter 1 students with non-Chapter 1 students, and through positioning Chapter 1 as a separate program that only some staff in a school building are part of, rather than encouraging all staff to take responsibility for every student that walks in the school door each day. Chapter 1, special education, and bilingual education should all be one of many different vehicles to assist all students to achieve at high levels. This notion of Chapter 1 as a vehicle for schoolwide improvement requires increased collaboration. Despite much rhetoric, this level of collaboration does not occur in most schools and districts today to the extent necessary to significantly improve student learning.

Second, oftentimes, the strict and narrow focus of Chapter 1 law and regulations forces the Federal Department of Education to focus on narrow technical issues rather than allowing them to provide State Education Agencies with targeted technical assistance on effective implementation of Chapter 1. The rigid interpretation of current law and regulations impedes districts and schools in the delivery of effective instruction to low achieving students. Increasingly, research is informing us that all students—including low income, low-achieving students—learn best when the classroom is structured around real-life problem-solving and experiential approaches to learning, and that meaningful assessment of student learning is based on reflection, peer review, and demonstration of authentic work. Optimal learning experiences are integrated, with fragmentation of the school day limited, allowing sustained opportunities to work with groups of students over time. Yet, current Chapter 1 law and regulations inhibit these approaches.

For example, recently a district informed me that they were moving to adopt a portfolio assessment for reading in grades 1-3 and were seeking a waiver from administering standardized testing in this subject at these grade levels. Yet, until Chapter 1 Reauthorization is enacted, this district will have to continue to administer a standardized test in grades two and three to measure learning gains. Similarly, many districts operate within-class programs that still continue to segregate and isolate Chapter 1 students by having a Chapter 1 teacher work with these students alone in the back of the regular education classroom. To be sure, current regulation is at odds with current research on effective teaching and learning.

Given some of these observations, we need to ensure that Chapter 1 is viewed and used as one of many federal and state tools that can be linked together in a coordinated and integrated manner to push for systemic reform at the district and school level, focused on high expectations for all students and curriculum, instruction, assessment, and student grouping strategies that ensure that students meet these high standards. Therefore, I offer the following recommendations:

One, increase the resources and the expectations for State Education Agencies to provide technical assistance, professional development, networking, and leadership to school districts in the fulfillment of Goals 2000 and the Elementary and Secondary Education Act. In Massachusetts' experience as a state agency, most schools, schools working in isolation have a poor record of significant and sustained improvement. To be successful, State Education Agencies must take a vigorous and proactive role in educational leadership—in providing low-performing districts and schools with ample entry points for improving over time, including: specific models of school restructuring; opportunities for regular networking between schools sharing like-minded philosophies; provisions to provide discretionary and leverage funds; statewide and school-based professional development opportunities; and coaching and on-site technical assistance.

In, Massachusetts, we have recruited schools with high percentages of low-income students into networks such as the Coalition of Essential Schools, Accelerated Schools, Project Zero, School-College Partnerships, and Middle Grade Alliances. This has allowed the SEA to provide concrete support over a period of years to these schools. Chapter 1 Reauthorization can support this model through providing states with the flexibility in consolidating federal programs to effectively serve these districts and schools, increasing the amount of discretionary federal funds that states have to leverage innovation at the local level, and ensuring adequate administrative funds for SEAs. As well, increased expectations and responsibilities should be placed on State Education Agencies to assist districts in assessing student learning, and in ensuring that districts and schools are progressing from year to year. This includes assisting districts and schools to integrate classroom-based assessment approaches that promote and measure high-level learning, and to create and implement state-wide assessment tests that are required for all students and that support alternative classroom-based assessment.

Two, lower the poverty threshold for eligibility to operate a schoolwide project from 75 percent to 65 percent in FY 1995 and to 50 percent in subsequent years, and allow maximum flexibility to non-schoolwide project schools to adopt in-class models that integrate the most innovative approaches to high-level learning. Our research has found that low-achieving schools that are successful in raising expectations, standards and learning of low-achieving students are those that adopt a systemic approach to school improvement. Rather than creating add-on remedial programs for students, these schools take a critical and honest look at the causes of low achievement that a school can control—issues such as low teacher expectations, overuse of teacher-centered instruction, rigid ability grouping and tracking, scheduling that does not permit full use of a problem-solving approach to the curriculum, and an assessment system that does not provide reflective feedback to the learner or the parent. Schools that tackle these structural, organizational, and instructional barriers to high achievement are the schools that significantly increase the numbers of students who achieve at high levels. Under our Accelerated Schools Network, for example, we have one elementary school in Boston that has more than doubled its enrollment and developed a significant enrollment waiting list for the first time because, rather than creating a remedial program for its students, the school staff focused on ensuring high expectations, standards and instructional approaches for every student in the building.

If we truly believe that a systemic approach to school improvement will yield the greatest benefits for low-income students, let us ensure that as many schools serving high percentages of low-income students have the opportunity to take this path. In doing so, the use of Chapter 1 funds in schoolwide projects should be limited to programmatic improvements which directly lead to increasing the learning of all students, including the development of school improvement plans, professional development, innovative approaches to instruction and assessment, parent education and training, and individual student assistance. Additionally, Chapter 1-funded schools not eligible to be schoolwide project schools need maximum flexibility in the regulations to employ the most innovative and effective instructional approaches in the regular education classroom.

Three, increase the percentage of Chapter 1 funds going to districts serving high percentages of low-income students. Research tells us that low-income students in schools with low numbers of poor students do far better in their learning than their counterparts in schools with high concentrations of low-income students. Districts with high percentages of low-income students have the most challenging task in ensuring that high expectations and standards are set, and providing professional development to all staff to increase their capacity to assist all students to learn at high levels. Rather than accomplishing this through a weighted formula for allocations above the current levels, I would recommend increasing the percentage of total funds that are allocated to concentration grants.

I thank the Committee for the opportunity to testify. I commend the Administration and Congress in reframing Chapter 1 to have a stronger focus on becoming a vehicle for schoolwide improvement. Massachusetts looks forward to linking Chapter 1 Reauthorization with our state's Education Reform Act to aggressively push systemic reform in our high poverty schools.

Prepared Statement of Marshall S. Smith

Mr. Chairman and Committee members, I am pleased to report major findings of the final report of the National Assessment of Chapter 1, **Reinventing Chapter 1: The Current Chapter 1 Program and New Directions.** Congress mandated this study in May 1990 as part of the 1992 National Assessment of Chapter 1 Act (P.L. 101-305). Congress also mandated the creation of an independent review panel to advise on the assessment (a list of panel members is attached), the assessment of key features of the Hawkins-Stafford Chapter 1 legislation, and an examination of the operations and impact of the current Chapter 1 program.

Since the 1988 reauthorization of the Chapter 1 program, the Department of Education (ED) has undertaken and completed 20 major evaluations of various facets of the program, smaller studies and concept papers on issues of interest in Chapter 1, and studies on related issues, especially as they affect disadvantaged populations. Many of these evaluations were begun before the assessment mandate, including the congressionally-mandated Prospects study, the longitudinal study upon which the Assessment relies heavily. The Department released an interim and final report in the summer of 1992 and February 1993, respectively, 7 supplementary volumes on topics of interest in Chapter 1, and more than 50 papers that have examined the impact of the Chapter 1 program at the school and classroom levels and suggested strategic directions for the reauthorization of Chapter 1.

Much of the work of the Assessment has been influenced by the study's Independent Review Panel that was mandated in the legislation. The panel held 10 meetings, reviewed research in progress, advised the Department on other necessary research, and consulted with ED on research and evaluation findings. The panel met both with the Department and independently from ED. They transmitted their own policy recommendations regarding the reauthorization of the Chapter 1 law as one of the Assessment's supplementary volumes.

I have been personally associated with Chapter 1 for almost 30 years. My involvement began in 1966 when I participated in an early evaluation of Boston's Title I summer program. Over the years I have written about and studied Title I and now Chapter 1. While Dean of the School of Education at Stanford University, I chaired a meeting of the Independent Review Panel on testing and assessment, and reviewed drafts of Assessment reports. I also served as a member of the Independent Commission on Chapter 1 though I stepped down as a member of the Commission when the transition began in late fall, 1992. Katy Haycock, a panel member, will report to you on the policy recommendations from that commission later.

It has been over a year since the release of the final report of the Assessment. Since then, the Department has proposed legislation for the reauthorization of the Elementary and Secondary Education Act of 1965 of which Chapter 1 (Title I in the Administration's proposal) is a part, and both the Senate and the House have passed the Goals 2000 Act on systemic school reform.

Because of these events, I will present the findings from the Assessment within the context of the Administration's Title I proposal and the major ongoing national education reforms.

Scope of the Current Chapter 1 Program

Today, Chapter 1 accounts for about one-fifth of the Department's entire budget. In school year 1993-94, over $6 billion are being provided to school districts to support extra educational services for an estimated 5.8 million low-achieving children, one in every nine children in the nation. Recent funding has averaged about $1,000 per participant. Chapter 1 predominately serves elementary school students; about 70 percent of Chapter 1 participants are in grades 1-6 and another 16 percent in the middle school grades of 7-9.

How Well is Chapter 1 Working?

As we consider the effectiveness of Chapter 1, it is worth remembering the circumstances of low-income children when Chapter 1 was still in its early years. During the late 1960s and 1970s, Chapter 1 helped draw attention to the needs of at-risk students and provide the extra resources required for these students to begin to catch up to their more advantaged peers. And, indeed, the learning gap between disadvantaged and more advantaged students lessened. To illustrate, from 1970 to the mid-1980s, the learning gap between whites and minorities as measured by the National Assessment of Education Progress (NAEP) was cut by over one-third in reading and mathematics (Exhibit 1). For the most part these gains were in basic skills, the focus of almost all Chapter 1 instruction.

According to the last two NAEP studies, however, the gap between whites and some minorities now appears to be slightly widening. Schools in very high-poverty communities, in particular, have shown little improvement. Children in high-poverty schools exhibit great need; yet their schools appear unable, for the most part, to provide the enriching instruction and support those children need to succeed at a level equal to other students and to meet challenging standards expected of all students.

Performance data drawn from Prospects, the longitudinal assessment of Chapter 1 students' progress, also suggest that Chapter 1 is no longer helping to close the gap between disadvantaged children and others. Over a one-year period:

- Chapter 1 participants did not improve their relative standing in reading or math in the 4th grade or in math in the 8th grade; only 8th grade reading participants showed improvement relative to their peers.
- The progress of Chapter 1 participants on standardized tests and on criterion-referenced tests was no better than that of nonparticipants with similar backgrounds and prior achievement.

More generally, the relative performance of students in very high-poverty schools (ones with at least 75 percent poor children) actually declines from the early to the later grades (Exhibit 2). First graders in high-poverty schools start school far behind their peers in low-poverty schools; they begin first grade scoring 27 and 32 percentile points lower in reading and math, respectively. High-poverty schools appear unable to close the initial gap, which increases in grades 4 and 8.

This occurs despite the best intentions of policymakers and the best efforts of individual school staff members to close the learning gap. While there are places where Chapter 1 succeeds in making a difference in the education of children, key features of the program work against success. Evaluations that comprised the assessment have identified a number of new directions for the reauthorization of Chapter 1.

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Implications for Reauthorization

Since 1988 the nation has moved quickly and with purpose to reform education generally. The President and the nation's governors set National Education Goals for all children to attain by the year 2000. Many states are beginning to undertake fundamental reforms in curriculum, instruction and assessment--indeed, 45 states are beginning to move in this direction (Exhibit 3). From research on effective strategies, we are learning more and more about how schools improve their teaching and learning and what is needed to support improvement.

Operating as a separate supplemental program, Chapter 1 has gone about as far as it can go in raising the skills of at-risk students. If we are to expect the children served by Chapter 1 to be competitive in a new world economy and to be an active part of our diverse democracy, fundamental changes in Chapter 1 will have to occur. The core of these changes should be as follows.

1. **High standards--the same high standards expected of all children.** According to a consensus of conclusions drawn by the National Assessment of Chapter 1, the Assessment's Independent Review Panel, the Independent Commission on Chapter 1, and the Administration's Chapter 1 reauthorization proposal, to be effective, Chapter 1 must be aligned through its curriculum, instruction, and assessment with challenging content and performance standards expected of all students and schools. Chapter 1 students must be expected to meet the same high standards as are set for all children.

Chapter 1 programs have reinforced low expectations for minority and other students in high-poverty schools. Chapter 1, in effect, has perpetuated a different, watered down curriculum for disadvantaged children and a heavy reliance on drill and practice. Our findings from Prospects show that an A student in a high-poverty school would be a C student in a low-poverty school when measured on the same test (Exhibit 4). Given the low level of performance of Chapter 1 students and the rate of progress expected, even if children make such progress, they may never catch up over their entire school life. It's time to break this cycle of low standards and low expectations.

To address this problem the Administration proposes that Chapter 1 students be held to challenging state academic and performance standards, the same state standards designed for all students in the state in their GOALS 2000 Action plans. This proposal is consistent with the reform actions of many states and with the recommendations of the two major independent groups that studied Chapter 1.

2. **A focus on teaching and learning.** But, we cannot only establish high standards and expect improvements to happen. In the last 15 years, we have learned a great deal about the need to engage students actively in learning and how to teach to challenging standards. Chapter 1 needs to support schools in implementing reforms through providing schools the opportunity to reform their programs to meet the needs of all of their students, through intensive staff development and assistance, use of state testing for program accountability, monitoring and enforcement that focus on continuous progress, and integration of education and social services in high-poverty schools to address our national goals for all children.

- **Schoolwide approach**. Research has shown that in schools where the majority of the students are poor, it makes little sense to attempt to target the program on individual students to the exclusion of many other needy students. School-wide poverty affects student performance, independent of the students' own family background. We've known this for years. According to Prospects, reading scores of 4th grade students receiving free and reduced price lunches drop as the poverty level of the school rises. The decline is quite abrupt beginning in schools that have 50 or more percent of its students receiving free or reduced price lunch. This decline in scores is also seen for students who do not receive free or reduced price lunches as the poverty level of the school rises. The decline is even more abrupt for students in 75% + poverty schools.

Yet, Chapter 1 typically operates as an add-on program that works on the margins of the regular school day. Although in-class instruction has risen since 1985-86, according to the National Assessment's Implementation Study, 70 percent of classroom teachers report that Chapter 1 participants are pulled out of regular instruction for services. Incredibly, 56 percent of elementary classroom teachers reported that students missed classroom reading/language arts instruction while they received Chapter 1 reading/language arts instruction--they were pulled out of reading for reading. Chapter 1 instruction generally adds only an average of 10 minutes of extra instructional time per day.

To meet these dual problems of high poverty and a marginal program, the 1988 Hawkins-Stafford Chapter 1 amendments allowed schools with over 75% poor students to become "school-wide" projects, without requiring local matching funds. This provision enables schools to use their Chapter 1 funds to develop coordinated instructional strategies to meet the needs of all of their students. In the context of common challenging standards for all students, the importance of "school-wide" programs is heightened. Title I efforts must clearly reinforce the common curriculum of the school. The Administration, along with both independent groups, proposes that eligibility for "school-wide" programs be expanded. This proposal would lower the threshold for school-wide eligibility from the current 75 percent poverty level to 65 percent in 1995, and then to 50 percent in subsequent years. It would make far more Title I schools able to implement such school-based reforms as those developed under the New American Schools Development Corporation and by Ted Sizer, Henry Levin, James Comer, and Robert Slavin. Schools would be provided technical assistance in developing their plans and would be held accountable for making adequate progress toward all of their students meeting the challenging standards.

- **Staff development.** Chapter 1 programs frequently do not contribute to high-quality instruction, relying often on "pull-out" programs unconnected to the basic program of the school, focusing only on lower level skills and knowledge and using routinized drill and practice instruction. Moreover, the Assessment shows that Chapter 1 employs about as many aides as teachers, and many of these aides provide direct instruction. However, over 80 percent of the aides have only a high school diploma and most have received little training. Teacher aides are more often found in high-poverty schools. One-fifth of teachers' aides provide instruction unsupervised by a teacher. Professional development of Chapter 1 teachers is brief and cursory; Chapter 1 aides are even less likely to participate in sustained staff development. Research suggests that to bring about real improvements in teaching, professional development of school staff must be ongoing, long-term, and well designed to link to objectives for students' learning.

  Again, the independent groups and the Administration agree on the need. Here the Administration proposes to permit Title I funds to be used for providing high quality, continuous professional development focused on bringing all of the teaching staff the knowledge and skills necessary to provide all students the opportunity to achieve to high standards. In addition, the Administration proposes a new Professional Development program (Title IIA) for ESEA--a program that would reach all states, districts, schools and teachers in a coordinated nation wide strategy.

3. Flexibility in exchange for clear accountability. Research and the history of Chapter 1 have pointed to the need to balance compliance with performance accountability. Providing greater flexibility will afford school staff the freedom they need to tailor Title I to their students' needs, in exchange for a commitment to strive for and attain better educational results. The evidence from Chapter 1 schoolwide projects suggests that comprehensive planning at the school level is an important start for designing programs that best meet the needs of students in that school. Designed in consultation with the district and with assistance from school support teams, school plans can coalesce the best efforts of teachers, parents, and students around attaining high standards.

Flexibility needs to be built into operations at each level of governance. The evidence from effective programs suggests that the district, the state, and the federal government can support a climate for success by fostering innovation in approach in tandem with setting high standards for performance. At the federal level our proposal calls for consolidation of state administrative funds and a framework for consolidation of local administrative funds, some local discretion to use funds in needed program areas, easing of administrative burden, and providing the Secretary with authority to waive program requirements in cases where those requirements undermine reform efforts.

In exchange for this new flexibility the Administration's proposal for Title I calls for clear lines of accountability at both the school and the district level. This balance between flexibility and accountability mirrors the changes taking place in our most effective industries and workplaces. Specifically, the Administration's proposal calls for requiring each Title I school to show adequate yearly progress toward attaining high state performance standards based on the state's assessment. Schools failing to make adequate progress would be identified for improvement and additional technical assistance. If schools fail to show progress after two years in school improvement, the local education agency must take corrective actions. School districts would also be held accountable by their states through similar mechanisms.

4. Greater opportunities for connecting families and communities with schools. While the 1988 Hawkins-Stafford Amendments established new parental involvement requirements, this effort needs to be strengthened. Schools have reached out to families, but still have far to go in actively engaging them in their children's education. Research indicates that parents want to be more involved but often do not know how. The Assessment proposed one way of doing this--through a learning compact. A learning compact is a voluntary agreement between the home and school. The agreement would define the goals, expectations, and shared responsibilities of schools and parents as equal partners for student learning. The Administration's proposal incorporates this idea as part of an integrated approach to focusing parental involvement on the core area of improving student learning.

A second critical area in which Chapter 1 is not doing enough is to ensure that the multiple needs of students in high-poverty schools are met. Students in high-poverty schools often lack appropriate health and social services that would better prepare them to succeed in school and life. More than one-fifth of 1st graders in high-poverty schools are perceived by their teachers as having general health problems—almost twice the percentage in low-poverty schools. Many children are disconnected from existing health care services, and effective outreach is rare. Chapter 1 schools serving high concentrations of low-income students can help effectively link the family with health and social services for success in school and in life. The Administration's proposal would encourage school districts to coordinate and integrate Title I services with other educational services and, to the extent feasible, with health and social services and would require school districts to ensure the provision of health screening in high-poverty elementary schools.

5. Concentrated funding to high poverty schools. Even though all the evidence from the Assessment indicates that high poverty schools face by far the greatest challenges, many either do not receive Chapter 1 funds or do not receive sufficient funds to serve all their low-performing students. Currently, Chapter 1 dollars are spread far too thinly to be effective. Almost all districts in America (93 percent) receive Chapter 1 funds. And two-thirds (52,000) of all public schools, including almost half of very low-poverty elementary schools (less than 10 percent poor children), receive Chapter 1 funds. Yet 13 percent of high-poverty schools (above 75 percent poverty) receive no Chapter 1 funding, and one-third of the low-achieving children (students who score below the 35th percentile) in high-poverty elementary schools do not receive Chapter 1 services. Moreover, all students in high-poverty schools typically score the same as Chapter 1 participants (the lowest achieving students) in low-poverty schools. Chapter 1 students in high-poverty schools score well below Chapter 1 students in lower-poverty schools. Resources will be insufficient if we continue to spread them across virtually all school districts.

Research subsequent to the National Assessment has shown huge inequities. One large urban district in the Midwest, with a district poverty rate of 33 percent and average expenditures per pupil of $4,898, provides Chapter 1 services only in those schools with poverty rates of 56 percent or more. At least 100 elementary schools with 50 percent poverty in that district receive no Chapter 1 funds. Yet, its neighboring suburban district with a poverty rate of only 2 percent and expenditures of $7,165 per pupil, serves schools with poverty rates as low as 4 percent.

The consistent recommendation of almost every review of Chapter 1 is that the funds need to be far better targeted to meet the needs of the students in the nation's highest-poverty schools. The Administration has proposed a dramatic focusing of existing and new Title I funds on these schools. Our goal is to have 50 percent of the Title I resources going to districts in the poorest one-quarter of the nation's counties.

Concluding Statement

The National Assessment of Chapter 1 examined the program in the context of the needs and performance of Chapter 1 students and schools, and the changed demographic and economic situation facing the United States today. Chapter 1 was created almost 30 years ago to address the circumstances of that time; it must be redirected to meet the needs of today's disadvantaged students and to be responsive to future reforms.

Americans in communities across the country want to improve education for youngsters, especially those in danger of academic failure. Over three-quarters of Americans are willing to pay more in taxes to improve the quality of the public schools in the poorer states and poorer communities, and 60 percent are willing to pay more federal taxes to improve the quality of inner-city schools. In 1993, 81 percent of Americans gave a high priority to improving the nation's inner-city schools, compared to 74 percent in 1989. Moreover, the American public is beginning to see the future of our democracy and of our economy tied to the extent to which disadvantaged children are given the opportunity to learn; fully 81 percent of the public believe if poor and minority children are not well educated, our ability to compete in world markets will be affected (Exhibit 5).

The evidence indicates that, without fundamental changes, the children who are Title I's primary concern will be left behind in the nation's efforts to raise student achievement and to attain the National Education Goals. Title I, replacing Chapter 1, must become a strong partner, indeed a leader, in national efforts underway to transform American education and improve the prospects of disadvantaged students. It must fit within the structure for reform provided by GOALS 2000 and the many states. It must be a vehicle for providing our neediest students with the same opportunities of our most advantaged.

Noted education reformer John Dewey summed it up better than I possibly can, when he said, "What the best and wisest parent wants for his own child, that must the community want for all its children."

Thank you for the opportunity to testify and to address any questions that you may have.

Exhibit 1

Trends in Average Reading Proficiency of
9-Year-Olds by Race/Ethnicity, 1971 to 1990

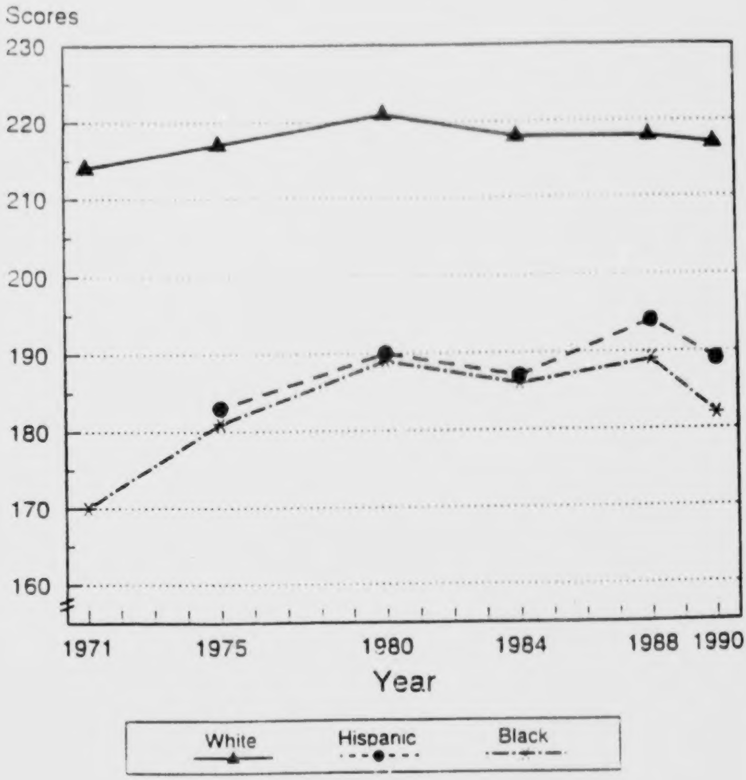
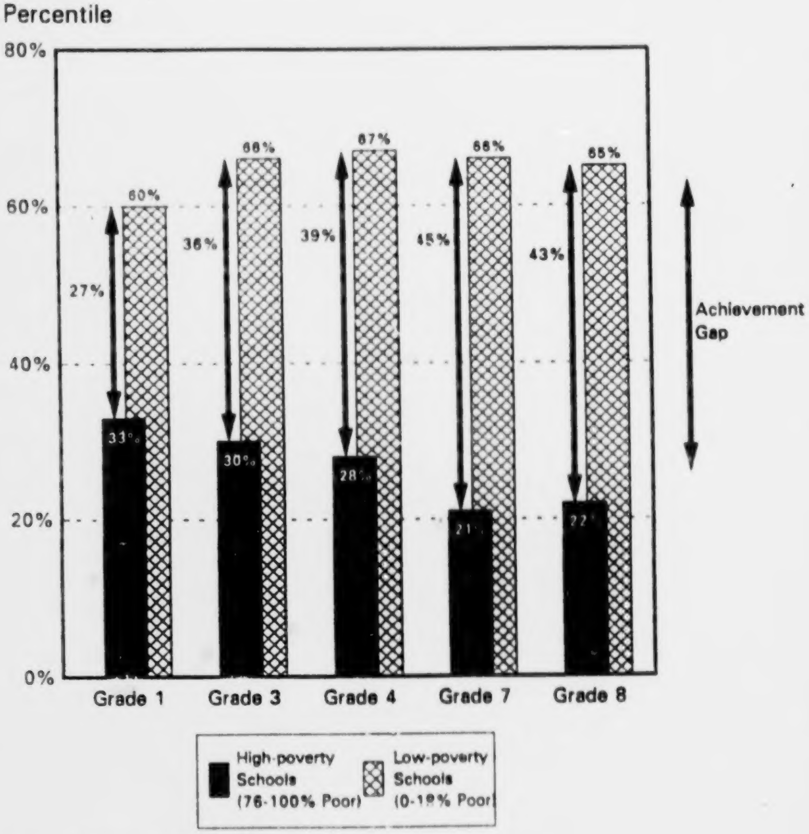


Exhibit reads: During the 1970's minorities made gains in closing the learning gap in reading

Source Trends in Academic Progress (NCES, 1991)

Exhibit 2

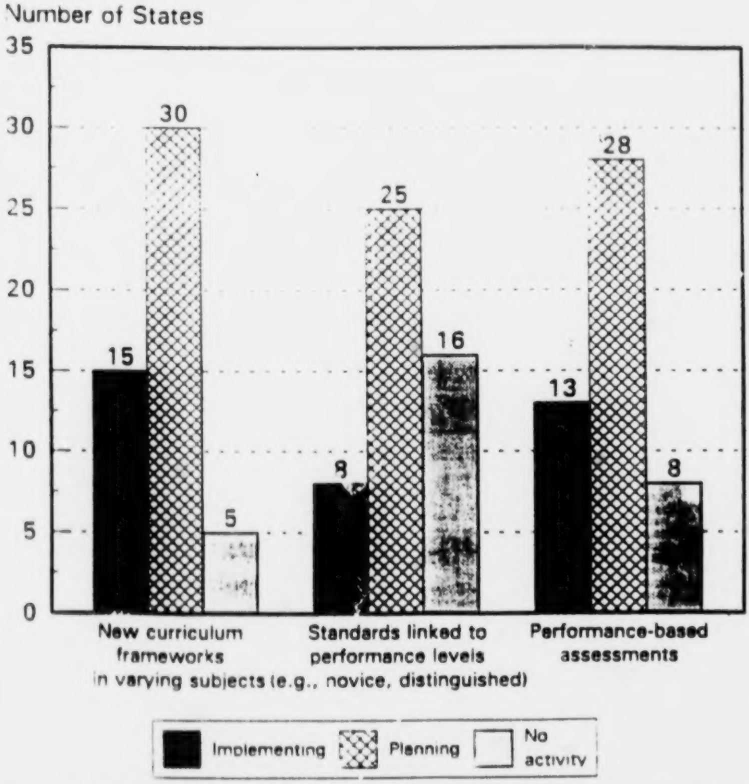
The gap in reading achievement between high- and low-poverty schools widens from the early elementary grades into junior high school



Source: Prospects (Abt Associates, 1993).

Exhibit 3

States are moving forward with new curriculum frameworks, standards, assessment, and state monitoring systems.

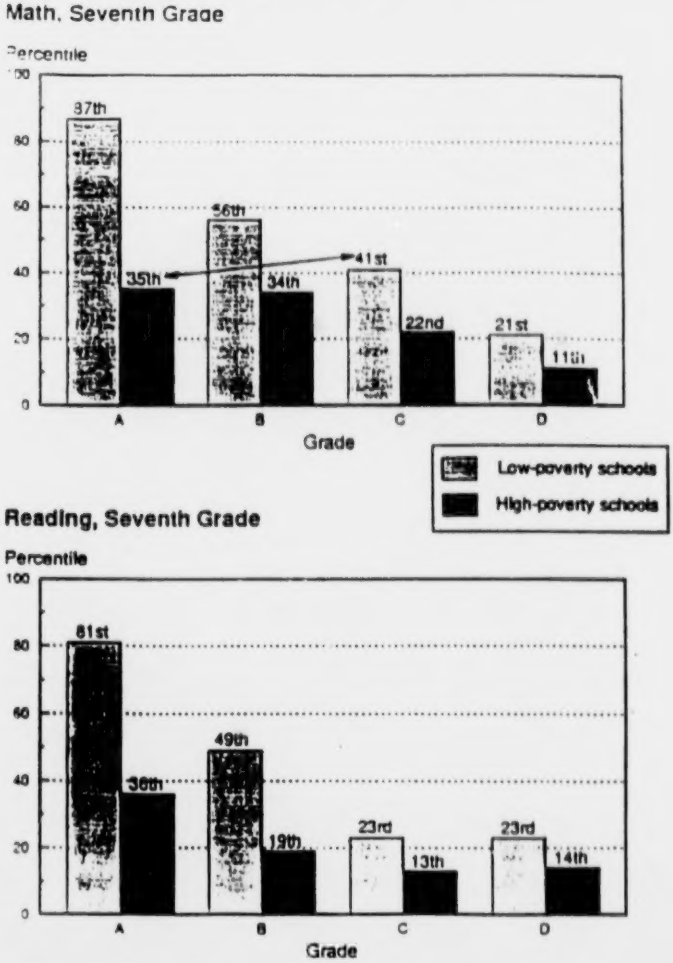


Note: Data are for the 50 states, the District of Columbia, and Puerto Rico. In some cases, no information was available, so the totals do not sum to 52.

Source: Status of New State Curriculum Frameworks, Standards, Assessments, and Monitoring Systems (Pechman & LaGuarda, 1993).

Exhibit 4

Seventh-Graders' Grades and Percentile Test Scores: Low- and High-Poverty Schools, 1991



Math, Seventh Grade

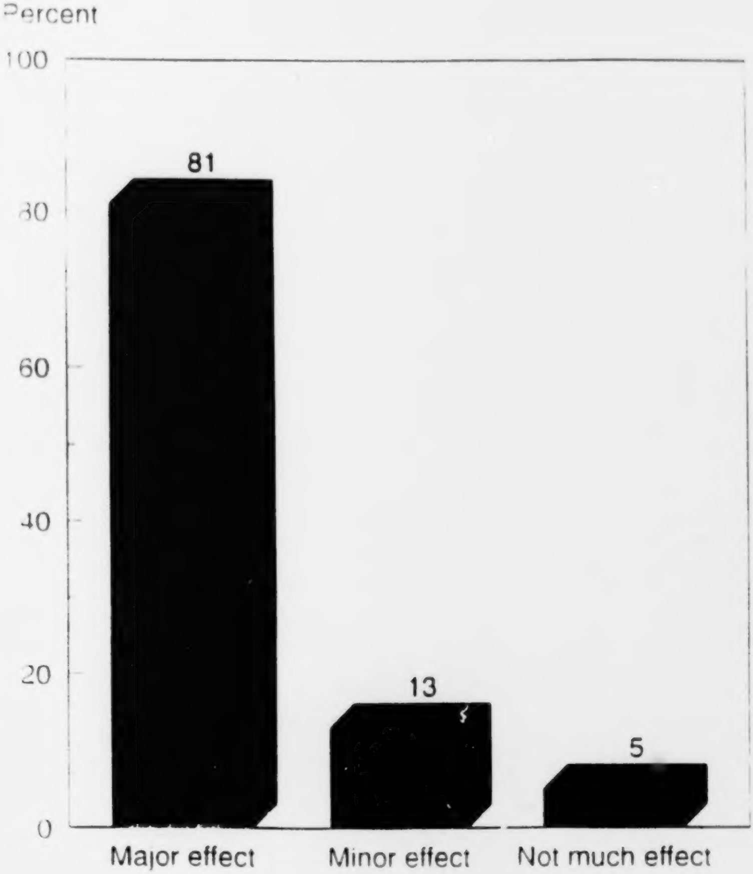
Reading, Seventh Grade

Exhibit reads: An A student in a high-poverty school would be about a C student in a low-poverty school when measured against standardized test scores.

Source: Prospects (Abt Associates, 1993).

Exhibit 5

"If poor and minority children are not well educated, what effect do you think it will have on our ability to compete in world markets?"



PREPARED STATEMENT OF LINDA G. MORRA

Mr. Chairman and Members of the Committee:

I am pleased to be here today to discuss GAO's work on the educational needs of our nation's school children. School-age America is changing. The children are increasingly poor, more racially and ethnically diverse, and at-risk[1] for school failure. One-sixth of our nation's children are poor, and this population is growing. Such changes imply great challenges to our schools in setting higher standards and meeting the national education goals.[2]

I would like to share with you the findings and implications of our studies on the demographic characteristics of school-age children. Much of the work is based on GAO's analyses of decennial census data.[3] Our analyses show that the problems facing school-age America are not limited to our nation's large cities or even a few states or geographic areas. Pockets of poor children are increasingly found in rural and urban counties[4] across the nation, and often these children are in need of other services, such as housing and health care, in order to be prepared for the academic demands of school.

These findings have implications for the reauthorization of the Elementary and Secondary Education Act (ESEA) of 1965, which contains the largest federal assistance programs for educationally disadvantaged children. These programs face increasing demands. Ignoring these demands now may cause greater problems later as needy children face a potential future of joblessness and lower incomes. Addressing these demands during a time of budget austerity will be difficult, however, and will challenge lawmakers and school officials to make every dollar count. Let me expand on the demographic changes and their implications for educational policies.

BACKGROUND

Poor children and those with limited English proficiency (LEP) are more likely than others to experience academic failure, and the consequences of this failure follow them for their whole lives. These children are more likely to drop out of school, for example, and high school dropouts are more likely than high school graduates to be arrested and to become unmarried parents. These negative consequences not only harm the individual but also society in terms of higher crime and unemployment and lower quality of life.

High concentrations of poverty present additional problems for schools. Research has shown that greater concentrations of poor children are associated with lower academic performance, magnifying the risk of academic failure.

Recognizing the links of these factors to academic achievement, the federal government provides educational assistance to poor and other at-risk populations through a variety of programs. Many of these programs are part of ESEA, which specifies 46 programs that provide financial aid to meet the educational needs of the nation's children. In fiscal year 1994, the Congress appropriated about $8.6 billion under ESEA.

The largest of ESEA's programs is Chapter 1, Part A, of Title I. Chapter 1 targets financial aid through states to local educational agencies to assist educationally disadvantaged students attending schools with concentrations of low-income students. In fiscal year 1994, close to $7 billion was available through Chapter 1.

ESEA also provides other, smaller, programs to assist at-risk children. For example, Title VII, the Bilingual Education Act, provides financial assistance to local education agencies to develop bilingual education programs. The Emergency Immigrant Education Program under Title IV provides supplementary educational services to immigrant children enrolled in elementary and secondary schools. Programs for migrant children under Chapter 1, Part D, provide grants to state educational agencies for programs to meet the educational needs of these children. Funding for these three and other ESEA programs totaled more than $1.6 billion in fiscal year 1994.

The Congress is currently considering proposals for reauthorizing ESEA. These proposals intend to make ESEA a vehicle for raising educational standards for all children and reforming schools. They increase the amount of Chapter 1 funding directed towards areas with higher concentrations of poor school children. The proposals also include modifications of Chapter 1 to facilitate greater participation of LEP children and changes in the Bilingual Education Act that would seek to strengthen the act in many ways, including fostering the professional development of teachers.

THE NUMBER OF POOR SCHOOL-AGE CHILDREN INCREASED BETWEEN 1980 AND 1990 EVEN THOUGH THE TOTAL NUMBER DECLINED

Between 1980 and 1990, the number of poor school-age children increased by more than 400,000 to 7.6 million. This occurred even as the total school-age population declined by 5 percent, or 2.3 million, to 44.4 million (see fig. 1). Because of both of these changes, the national poverty rate for school-age children--the percentage of all school-age children who live in poor families--increased from 15.3 percent in 1980 to 17.1 percent in 1990. The poverty rate for all children has continued to increase since 1990. Recent evidence suggests that since 1990

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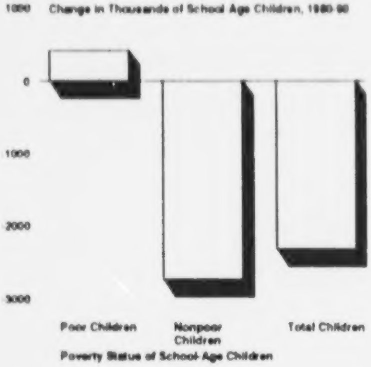
both the total school-age population and the number of poor children have increased.[5]

Figure 1: The Number of Poor School-Age Children Increased Although the Total Number of School-Age Children Declined

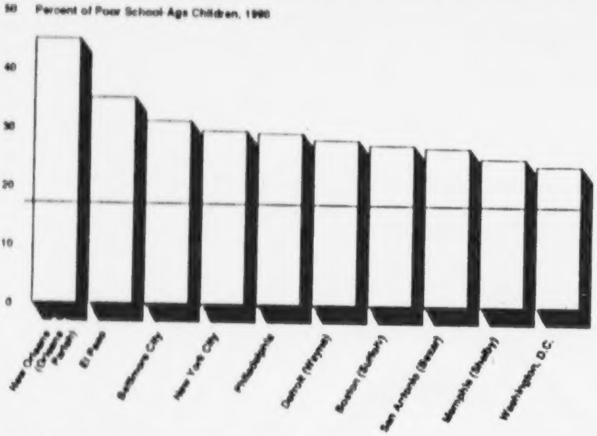


POOR CHILDREN REMAINED CONCENTRATED IN POCKETS THROUGHOUT THE COUNTRY

Large numbers of poor school-age children remained in areas that traditionally have had high concentrations of such children, including large cities in the East and South, rural counties, and the South. Overall, about 50 percent of all poor school-age children lived in either counties containing the nation's 25 largest cities or in rural counties. Urban and rural areas also exhibited high poverty rates. In 1990, the counties containing the nation's 25 largest cities registered a collective school-age poverty rate of 21.6 percent, while all rural counties registered a poverty rate of 20.4 percent.

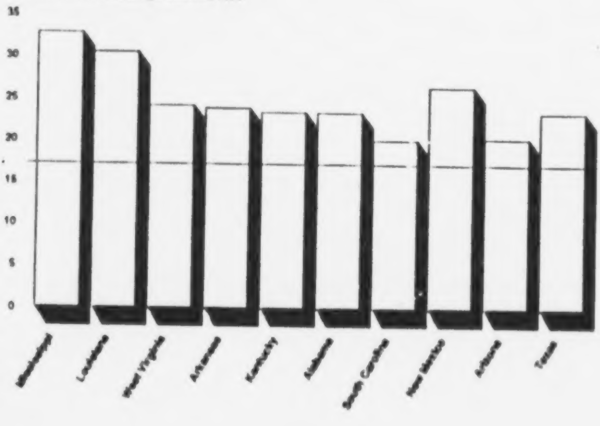
Urban school-age poverty also remained regionally concentrated. Of the 10 cities with the highest 1990 school-age poverty rates, 7 were located in either the East or the South (see fig. 2). For example, the poverty rate for Suffolk county, which contains the city of Boston, registered a poverty rate of 27.4 percent--over 10 points above the national average.

Figure 2: Seven of the 10 Cities With the Highest 1990 School-Age Poverty Rates Located in the East and South



Southern states continued to have some of the highest school-age poverty rates in the nation. In Mississippi, for example, in 1990 about one-third of all children were poor, almost twice the national average. Of the 10 states with the highest school-age poverty rates in the nation, 8 were located either in the South or were "border" states such as Kentucky and West Virginia (see fig. 3). Further, poverty rates increased in 7 of these 8 "high poverty" states during the 1980s.

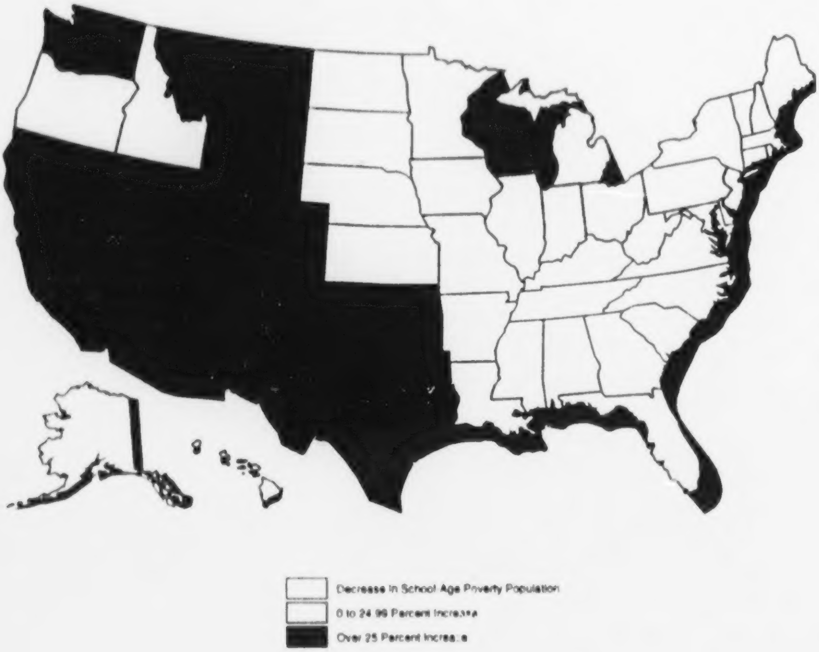
Figure 3: Eight of the 10 States With the Highest 1990 School-Age Poverty Rates Were in the South or in "Border" States



NUMBER OF POOR SCHOOL-AGE CHILDREN INCREASED SIGNIFICANTLY IN THE WEST AND THE SOUTHWEST

The number of poor school-age children grew substantially in the West and Southwest during the 1980s. Of the 12 states where the number of poor school-age children increased by more than 25 percent, 11 were located in the West and Southwest (see fig. 4).

Figure 4: Growth in School-Age Poverty Was Substantial in the West and the Southwest


Decrease in School Age Poverty Population
0 to 24.99 Percent Increase
Over 25 Percent Increase

Poverty rates in all 12 of these states grew more than the national rate, as did the concentration of total school-age poverty. California and Texas, the two states with the largest number of poor school-age children in 1990, also registered the largest numerical increases in poor school-age children between 1980 and 1990. Together, these two states gained almost 467,000 poor children.

POOR SCHOOL-AGE CHILDREN BECAME MORE RACIALLY AND ETHNICALLY DIVERSE

Similar to the total school-age population, poor school-age children became more racially and ethnically diverse.[6] The number of poor Hispanic children grew by over 43 percent, increasing by 481,000 to 1.6 million, and the number of poor Asian children more than doubled, increasing by 118,000 to 228,000. However, the number of poor white children declined by 5.9 percent, and the number of poor black children showed little change, falling by about 1 percent.

While the number of black children showed little change, this group experienced the highest rates of school-age poverty in both urban and rural areas. The poverty rate for black children ranged from 36 percent in urban counties to 47 percent in rural counties. Except for Asian children, rural children of each race and ethnic group had the highest school-age poverty rates.

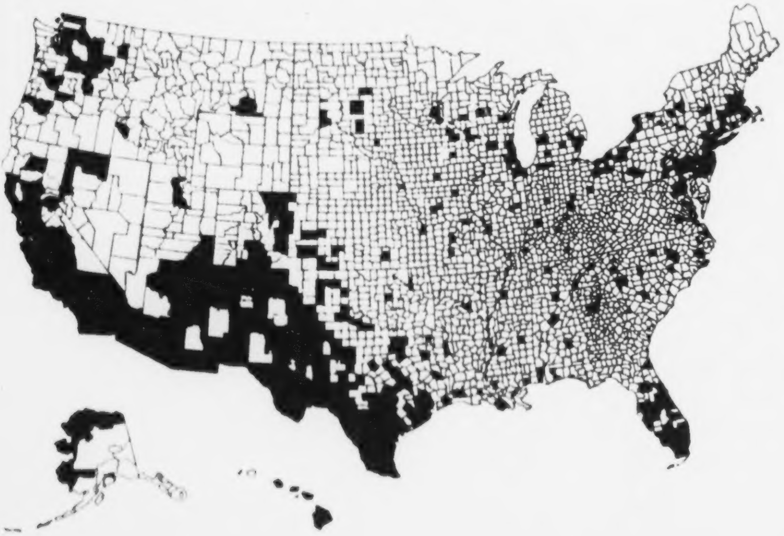
DRAMATIC INCREASE IN NUMBER OF AT-RISK CHILDREN THROUGHOUT THE COUNTRY

The number of children from at-risk groups such as immigrant households, linguistically isolated (LI) households, and LEP children grew substantially during the 1980s.[7] Although in 1990 their numbers remained fairly small--between 1.7 million to 2.3 million children or between 4 and 5 percent of all school-age children--each group increased by at least 20 percent during the 1980s.[8] For example, the number of children living in immigrant households rose by 24 percent during the decade, and the number of LEP children grew by almost 26 percent.

Large numbers of these at-risk populations were scattered in counties throughout the country. In 1990, about one-sixth of all counties (533 out of 3,140) located in 47 states had school-age populations where at least 500 children or 5 percent of all children were LEP (see fig. 5). Within these LEP concentrations, there also was considerable linguistic diversity. Almost one-third of the 533 counties had 10 or more languages represented.

However, significant numbers of at-risk children lived in only a few states. For example, California and Texas contained almost 50 percent of the nation's LEP children in 1990, and California alone accounted for nearly 40 percent of the national school-age immigrant population. New York, Illinois, and Florida also experienced significant concentrations of at-risk school-age children.

Figure 5: More Than 500 Counties Had Substantial Numbers of LEP Students in 1990



Note: Shaded areas indicate the 533 counties in which at least 5 percent or 500 students were LEP, according to 1990 decennial Census data. We chose 500 because this definition parallels the Emergency Immigrant Education Program under Title IV, which provides funds to districts if 500 or more (or 3 percent or more) of the students are immigrants who have been attending U.S. schools for less than 3 academic years.

CHANGES IN SCHOOL-AGE POPULATIONS SIGNAL EXTRAORDINARY PROBLEMS FOR SCHOOLS

The recent increases in the number of poor and at-risk school-age children pose problems for many schools across the nation. Compounding these problems is the increased mobility associated with poor and at-risk children. Because of the growing number of poor children, schools must contend with more children who are potential low achievers and have other difficulties. The diversity of poor and at-risk children could require schools to consider new educational strategies as well.

Schools Face Difficulties in Educating Children Who Change Schools Frequently

Poor and at-risk children face many difficulties in achieving academic success. One problem, for example, is the greater tendency for these children to change schools frequently. We found that 1 in 6 of the nation's third-graders changed schools frequently, attending at least three different schools since the beginning of first grade. These proportions were even greater for poor and some at-risk children.[9] Such change can disrupt children's educational programs, making learning and achievement difficult. Children who change schools frequently also are more likely to have behavior problems and have more problems related to nutrition and health than children who change schools less frequently. We reported that 41 percent of the children who changed schools frequently read below their grade level, compared with 26 percent of those third-graders who have never changed schools.

Children's Educational Needs Greater in Schools With High Poverty Concentrations

Our findings on the composition of school-age America also have implications for schools with high concentrations of poor children. We reported that schools with large numbers of poor children have a disproportionately higher share of low achievers than schools with fewer children in poverty.[10] One study recently reported that children in high-poverty schools were also more likely to have been retained in grade at some time during their school career and have higher rates of absenteeism.[11] Teachers in these schools are more likely to report that their students have difficulties that may affect their ability to perform in school, including health/hygiene problems and inadequate nutrition or rest. Because poor school-age children have become increasingly concentrated, many schools serve more low-achieving children than ever before and thus will have to serve children with more needs than ever before.

Many School Districts Face a Growing Educational Challenge in Meeting LEP Children's Needs

The nation's ability to achieve the national education goals is increasingly dependent on local districts' ability to educate children who are at-risk, such as immigrant, LEP, and LI children. Districts that serve large numbers of LEP children are in almost every state in the nation. They face a multitude of challenges beyond the obvious one of the language barrier because LEP children are often poor and have significant social, health, and emotional needs.

We found that many districts are struggling to educate large numbers of LEP children who also are linguistically and culturally diverse.[12] Some districts have difficulties in obtaining sufficient numbers of bilingual teachers and material in most languages. This situation was particularly true when student populations were diverse in language; one district that reported such difficulty, for example, had students from almost 90 different language backgrounds.

IMPLICATIONS FOR EDUCATION POLICY

Ignoring these demographic changes--the growing number of poor and at-risk children in many parts of the nation--could mean a grim future for America and its children. To address these changes, policymakers and school officials will have to develop new strategies to assist poor and at-risk children to achieve at high levels that will be demanded by new education standards. For example, schools will have to develop new ways to address the educational disruption experienced by children who change schools frequently, as well as the needs of children from varying languages and backgrounds.

ESEA, as the federal government's primary vehicle for addressing the educational needs of poor and at-risk children, will play an important role in the national response to the changes we have identified. As more schools serve growing numbers of needy children, they may require more Chapter 1 funds to serve them. In addition, many schools are facing large increases in LEP children even as federal funding has not kept pace in real terms. The Congress will encounter difficulty, however, assisting schools with many poor and at-risk children, given current fiscal constraints. This will challenge lawmakers and school officials to ensure that every dollar spent on education is spent wisely.

This concludes my statement. I will be glad to answer any questions you may have.

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[1] At-risk children are those who, while not necessarily poor, face significant obstacles to achieving academic success in school. In this testimony, the term refers to children who live in immigrant families or linguistically isolated households, and children with limited English proficiency.

[2] In 1990, the President and governors agreed on six goals for the nation's education system to be reached by the year 2000. They include, for example, having all students achieving at high standards in five core academic subjects.

[3] Our analysis is based on a special tabulation of data from the 1980 and 1990 decennial censuses. School-age children are children aged 5 to 17 and living in "families," which are defined as households in which one or more persons are related. We chose this population because it is the same population used in the Elementary and Secondary Education Act of 1965's Title 1, Chapter 1, allocation formula.

[4] We analyzed the data by metropolitan and nonmetropolitan county classifications but substituted the terms "urban" and "rural," respectively. We selected these geographic classifications because they are at the county level, and Chapter 1 funds are allocated according to county-level poverty statistics.

[5] The increase in the number of all poor children is based on the Bureau of the Census' 1992 Current Population Survey (CPS). Poverty rates based on CPS data, however, are not directly comparable to our decennial census data because CPS does not collect annual data on school-age children.

[6] We based our designations for race and ethnicity on the 1990 decennial Census question regarding Hispanic origin. The categories "white," "black," "Asian," and "American Indian/other" refer only to non-Hispanic members of these racial groups. All Hispanics, regardless of race, are included in the Hispanic category.

[7] Children from immigrant families are children who are foreign born or native born in families with a mother who came to the United States during the 10 years before the decennial Census. The Census Bureau classifies the ability to speak English into five categories: "speak English only," "speak English very well," "speak English well," "do not speak English well," and "do not speak English at all." Children in LI households are those living in households where no persons 14 years or older speak "English only" or no persons 14 years or older who speak a language other than English speak "English very well." LEP Children are those in the last three of the five categories.

[8] The immigrant, LI, and LEP populations are not additive because some children fall into more than one of the categories. In 1990, over 686,000 school-age children were in all three categories but 2.3 million children--over 5 percent of all school-age children--were in one of the three categories exclusively.

[9] See Elementary School Children: Many Change Schools Frequently, Harming Their Education (GAO/HEHS-94-45, Feb. 4, 1994).

[10] See Remedial Education: Modifying Chapter 1 Formula Would Target More Funds to Those Most in Need (GAO/HRD-92-16, July 28, 1992).

[11] Prospects: The Congressionally Mandated Study of Educational Growth and Opportunity, The Interim Report, U.S. Department of Education, July 1993.

[12] See Limited English Proficiency: A Growing and Costly Educational Challenge Facing Many School Districts (GAO/HEHS-94-38, Jan. 28, 1994).

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PREPARED STATEMENT OF KATI HAYCOCK

Mr. Chairman and Members of the Committee, my name is Kati Haycock. I serve as Director of the Education Trust at the American Association for Higher Education; my work is focused on education reform in American cities, Kindergarten through Graduate School.

For the past few minutes you have heard a good deal about the changing demography of American schools. I have been asked to talk with you this morning about academic achievement levels among these various student populations, about the roots of the so-called "achievement gap" that separates poor and minority children from other children, and about what government has done --and might do better--to close that gap.

Achievement Levels Among Students in General

Most of you have heard repeatedly about the poor performance of American students when compared with their peers in other industrialized nations. In my experience, however, knowing that our students performed "14th in the world" in science and "13th in mathematics" doesn't tell you very much.

It may be more helpful for you to understand exactly what our youngsters can and cannot do--to know how they answer particular questions. It may be more useful for you to think about the fact that, at age 17:

- only about half of our young people can do a mathematics problem using percents, decimals or fractions;
- fewer than half can read a paragraph in a reasonably simple text like an encyclopedia and explain to you what they just read;
- only about a quarter can write even a reasonably persuasive letter, taking a position and backing it up with arguments or evidence.

Put a little bit differently:

- at age 9, virtually all of our youngsters can name the ships in Columbus' armada, but only a few can tell you why he sailed;
- at age 13, virtually all of our young people can tell you how Abe Lincoln died, but only a few can tell you why he fought the Civil War; and,
- at age 17, while virtually all of our young people claim to have heard of the Panama Canal, only a few can tell you whether it shortened the sailing time from New York to San Francisco, or New York to London.

In short, while we have been relatively successful in equipping American young people with isolated facts, we have been unsuccessful in helping them to learn the concepts and ideas that hold them together--and that require youngsters to use their brains.

Now, there's some good news about all this, and that is that these achievement levels are about what they've always been. And considering that the conditions of children have deteriorated markedly, that is no mean feat. The bad news, though, is that these levels aren't even close to good enough for the decades ahead. If we can't do better we truly are doomed to second rate economic status.

Achievement Among Minority and Poor Students

But if you think these numbers are bad, you ought to see the numbers on poor and minority students. Though these students enter school only slightly behind other students, the gap grows ever wider as they progress through the grades.

- By 3rd grade, the average Black or Latino student is already six months behind;

- By 6th grade, they are 1 year behind;
- By 8th grade, they are 2 years behind;
- And by 12th grade--if they reach 12th grade at all--the average Black or Latino youngster performs more than three grade levels below his Anglo peers.
- In fact, according to the most recent data available from the NAEP, Black and Latino 17-year-olds have skills in English, Math, and Science about the same as White 13-year olds.

Why Does This Gap Persist?

Most people, of course, already think they know the answer: something is wrong with the kids--or their parents. They believe that all kids are taught the same things but that some, especially minorities and the poor, simply manage to learn less.

The facts, however, are quite different. Into the education of minority and poor students, we put less of everything that we believe makes a difference. They get:

- Less in the way of experienced and well-trained teachers;
- Less in the way of a rich and well-balanced curriculum;
- Less actual instructional time;
- Less in the way of well-equipped and well-stocked laboratories and libraries; and
- Less of what undoubtedly is most important of all: a belief that they can really learn.

Government Policy Toward Minority and Poor Children

Rather than addressing these "lesses" head-on, government has used a single strategy in its efforts to improve the education of poor and minority children: the categorical program. By now, the tendency is clear. Whenever policymakers identify a new population with a new problem, their answer is to create a new program to combat that problem.

Increasing numbers of poor children? Let's create Chapter 1 and state-level compensatory education programs. Increasing numbers of Limited English-Proficient children? Let's create bilingual education programs. Increasing drop-out rates? Let's create drop-out prevention programs. The list goes on and on.

The Advantages of Categorical Programs

The advantages of such an approach have been clear for some time. First, categorical programs are a reasonably "safe" way to increase spending on particular kinds of kids. By creating discrete programs, policymakers can be relatively sure that the dollars they allocate will be spent on the youngsters about whom they are worried. At the very least, somebody within the educational system will be paying attention to those kids.

Second, categorical programs build strong, activist constituencies--stronger, perhaps, than those around less focused streams of money. These constituencies rally 'round their programs in the annual budget process, helping to drive appropriations ever higher.

Third, most of the evaluations of the major programs for poor and minority students--including Chapter 1--suggest positive outcomes for students. Though the advantage is not large, students who attend schools that provide these extras tend to perform higher than their peers in other schools. And, perhaps in combination with other changes in schools and society at large, these advantages seem to add up. Over the past 16 years, for example, the achievement gap between white and African American students has declined by about one-half and the gap between white and Latino students by about one-third. The gap between poor and rich students has also declined, again by about one-half.

Problems with a Categorical Approach

There are, however, often big problems with this strategy of attaching categorical bandaids on to the outside of poor schools --one after another after another. Indeed, the effect of this categorical pile-on on urban schools and districts is stunning. Big city school principals report that their schools participate in countless special programs--some initiated by government, some by the private sector, some by higher education. Each of these programs has its own rules and bureaucracy; each its own demands on school leaders. I'll never forget the response from an Oakland high school principal to a question about how she spent her time. "Look, my school participates in 93 special programs. Most of my time is spent filling out forms and otherwise trying to stay on top of those programs."

The proliferation of categorical programs has also caused dramatic expansion of school district bureaucracies. The current report on categorical spending from the Philadelphia School District suggests why: just the Table of Contents listing of state and federal categorical programs administered by the district is four single-spaced pages long! It doesn't take much imagination to conjure up the number of employees required simply to produce financial reports on these programs, much less to ride herd on schools to make sure that their expenditures and practices are in line with program requirements. This is one of the reasons why, as was documented in a recent New York Times report on educational expenditures in New York City, poor districts and poor schools spend a smaller fraction of their budgets in the classroom--and a larger fraction on administration--than more affluent schools and districts.

What do most of these program administrators do? In my experience, almost everything except focus on teaching and learning. Rather, the focus is entirely on process and expenditures. The way schools and districts keep out of trouble is to document--in extraordinary detail--that they spent program dollars only on program-eligible students. When the feds or the states visit they look only at expenditures. What one San Francisco principal told me is common, "I've been a principal in a compensatory education school for 17 years, and never once--in all the visits--did any representative of the state or federal government inquire whether my students were learning anything. They only wanted to see the books." To make matters worse, some of these programs--including Chapter 1, the largest of them all--are actually designed in a way that takes money away from schools that improve student achievement!

Most damaging of all, though, are the effects of categorical pile-on on students. One day in an urban elementary school is all it takes to see what happens. Children ping pong from program to program. They may begin in the classroom with the regular teacher, then go down the hall to read with the compensatory education aide, then back to the classroom, then to the bilingual teacher, and so on. It often seems as though more time is spent in transit than in anything else. This bouncing around fragments the education of the most disadvantaged of students, robbing them of coherence and absolving their regular teachers of any sense of responsibility for their achievement. "Who is responsible? The instructional aides."

In sum, then, this analysis of the limits of categorical programs suggests that, among other things:

- they can fragment the education of students who most need coherence;
- they tend to focus attention and energy on process and accounting rather than results;
- they often lead to bloated bureaucracies;
- they frequently distract educators from a much-needed focus on teaching and learning;
- they tend to absolve regular teachers and administrators of a sense of responsibility for the achievement of poor and minority students.

Some Examples from California

My own experiences heading up the Achievement Council, a California organization that works with low-performing predominantly minority schools provide some examples of these phenomena.

The first such experience occurred in an elementary school in San Jose. When I arrived at the school for my first meeting with the principal, she said, "I'm so glad you've come at 10 AM. That is when our new Chapter 1 reading program takes place, and we're so proud of it that I want you to see what we do."

What I saw in the next hour was chilling. First, we went to the library, where a group of about 13 poor Latino children was "reading" with an instructional aide. The aide--who could barely read English herself--read aloud to the students from a ditto, stumbling over every other word and mispronouncing many. Then the children "read" back to her, mispronouncing the same words. Next, we went to the audio visual room, where I saw the same thing: 13 poor Latino children, learning to read with assistance from a poorly educated instructional aide.

Meanwhile, what was going on back in the regular classrooms? The more affluent, higher achieving students reading books, discussing ideas, and writing about what they were reading. And they were doing this with the undivided attention of their well educated, fully certified classroom teacher.

This was the first time that I asked myself, "Who really benefits from this program?" But it was by no means the last. In fact, only a few months later, I had another worrisome experience, this one in Southern California.

My staff and I had been asked to spend the day with the faculty at one of California's lowest performing high schools. The school was in terrible shape, literally hemorrhaging students, and the principal thought we might be able to enlist the teachers in a drive to overhaul the school and raise student achievement. At the end of the day, a group of teachers approached me and asked if they could talk with me for a moment. "We could probably do what you are suggesting," said their spokesman. "We could change the school and raise student achievement. But do you know what would happen if we were successful?"

"What?" I asked.

"We would lose money," he said. "We get about a million dollars a year in categorical aid and we would lose some of that if we improved our test scores."

"But wouldn't you be proud?" I asked in response.

"Well," he said, "The students would probably be better off. And their parents would probably be happier. But for us it means jobs. And we'd have to think about that."

A New Federal Strategy: Improving Whole Schools

This Committee could fix some of these problems, no question about it. Indeed, the House version of ESEA does much of the necessary fixing. But the strategy itself--that of special programs for so-called "special students"--is still flawed. For no matter how well-crafted the law, how wonderful the program, how dedicated the staff, the truth of the matter is this: you cannot compensate in twenty minutes a day of special attention for the effects of watered down instruction the rest of the school day. Like additions to a house on a crumbling foundation, these extra services can NEVER achieve their purpose.

If Chapter 1 is to help children in poverty to attain both basic and high-level knowledge and skills, it must become a vehicle for improving whole schools serving concentrations of poor children. Rather than simply building good programs, we must build good schools.

On Friday morning, David Hornbeck, who chaired the 28-member Commission on Chapter 1, will share with you a strategy for doing just that. I hope you will hear him out.

PREPARED STATEMENT OF ANDREA MATTIA

Senator Pell, Senator Kennedy, I am honored to be here today. I thank you for inviting me to testify.

My name is Andrea Mattia. I am in my twenty-fifth year of teaching, twenty-four of those years at the E.W. Flynn Model Elementary School in Providence, Rhode Island. Since March, 1991, I have also served as Head Teacher. I work each morning with my fifth grade students. My afternoons and evenings are devoted to my leadership responsibilities: addressing professional development needs; reading education research; writing grants; working with the principal, parents, central school administrators, state department of education personnel; chairing and serving on committees.

Flynn is an inner-city, K-5 institution and a school of choice for teachers and students. Our 560 children come from all city neighborhoods. Our students' racial and ethnic profiles are diverse- 70% minority, 30% Caucasian. Their academic profiles span the ability continuum. Seventy-five percent qualify for free breakfast and lunch.

I speak to you today about two groups of individuals who, historically, have been left out of decisions regarding education, yet, who are most affected by those very decisions. I speak of teachers and students.

Instruction and learning have long been determined by those at great distance from the classroom. Philosophies, pedagogies, methodologies seem to change names, courses and demands each decade. Systems react. Teachers are sometimes given a workshop, or, sometimes, none at all. New volumes of curricula are distributed. Students change from one text to another, one curriculum to another. Each is held accountable, the teachers to teach and the students to achieve. The reality is, though both teacher and student struggle to fulfill their obligations, neither can. The deck is stacked against them; the process to affect quality change and achievement is flawed.

There is also a wild card in this education deck which powerfully impacts instruction, learning and achievement - the horrifying state of children's lives. I would like to introduce you to some of these children.

Robert is a fourth grade student. He was born drug addicted. His mom is dying of AIDS. He sleeps at Great-Grandma's house until Grandma's three to eleven workshift is done. He is then awakened to return home with Grandma. Robert cannot remain focused on his schoolwork. His behavior is often disruptive.

Lisa, five and Earl, six are sister and brother. Mom is absent much of the time. They arrive at school each morning an hour before the doors open for breakfast. They have not eaten since school lunch the previous day.

Jeff is a first grader. His kindergarten year was filled with violent outbursts which affected his achievement as well as his classmates'. His disturbing behavior continues. He has run from school on several occasions.

James is a third grader. He is ADHD/ Attention Deficit with Hyperactive Disordered. He is one of eight children. Mom is thirty years old. Jeff is functionally illiterate and ashamed.

Gail is gifted, thoughtful and observant. She has a keen sense of her world. She lives with Grandma because Mom is in residential detox. Gail is not achieving.

Darren is new to Flynn. We are his fifth school in the past two years. He provokes his classmates with foul and intimidating language. He does no work. He spends his nights with his twenty-year old cousins or watches R-rated movies on the VCR in his bedroom. Mom is a crack addict.

Because of the conditions of our students' lives, because these conditions impact the classroom, because teachers and students struggle together to address these obstacles while trying to teach and learn, we find our children and their schools in dire circumstances.

If expectations of teachers and their work are to change, then teachers' professional development must change. Professional development must derive from promising research that embraces what we know of cognitive theory and its application to the classroom. Professional development must be on-going. It must engender continuous reflection and evaluation. It must be flexible. Teachers' strengths, knowledge, experiences and creativity must be recognized, valued and used. Teachers must share in curriculum, instruction and assessment decisions. The greater our knowledge, the more refined and focused our skills, the better our instructional practice, the greater our involvement in decisions, the better our students' chances for academic success.

If expectations of students are to change, then resource programs must change. Pull-out programs interrupt learning for the very children whose achievement demands consistency and continuity. Additionally, an instructional program of discrete basic skills is not congruent with rich, rigorous content and high performance standards for all children.

I close with excerpts from a poem, *A Pledge of Responsibility for Children* by Ina Hughs. Her words are a compelling profile of our public school children.

We accept responsibility for those
who stare at photographers from behind barbed wire,
who can't bound down the street in new sneakers,
who never "counted potatoes",
who are born in places we wouldn't be caught dead,
who never go to the circus,
who live in an X-rated world.
We accept responsibility for those
who never get dessert,
who have no safe blanket to drag behind,
who watch their parents watch them die,
who can't find bread to steal,
who don't have rooms to clean up,
whose pictures aren't on anybody's dresser,
whose monsters are real.
We accept responsibility for those
whose nightmares come in the daytime,
who will eat anything,
who have never seen a dentist,
who aren't spoiled by anybody,
who go to bed hungry and cry themselves to sleep,
who live and move, but have no being.

The CHAIRMAN. The committee stands in recess.

[Whereupon, at 1:22 p.m., the subcommittee adjourned.]

NEW DIRECTIONS FOR CHAPTER 1

FRIDAY, MARCH 18, 1994

U.S. SENATE,
COMMITTEE ON LABOR AND HUMAN RESOURCES,
Washington, DC.

The committee met, pursuant to notice, at 10:00 a.m., in room SD–430, Dirksen Senate Office Building, Senator Edward M. Kennedy (chairman of the committee) presiding.

Present: Senators Kennedy, Pell, Simon, Kassebaum and Hatch.

OPENING STATEMENT OF SENATOR KENNEDY

The CHAIRMAN. We will come to order.

Today we continue our series of hearings on ESEA. On Wednesday, we heard very interesting testimony that laid out the current status of Chapter 1, and it is clear we need to make some major changes.

We heard from Kati Haycock, for instance, who told us that Philadelphia schools have over 30 rules that they have to comply with just to participate in the Chapter 1 program. This kind of bureaucratic administrative burden prevents schools from concentrating their efforts on reaching the children who need it most. They spend most of their time filling out Government forms and financial reports.

This is the kind of thing that makes Chapter 1 ineffective, and we need to develop a more coherent approach for schools to participate in these categorical programs.

We also learned that the proportion of disadvantaged children among all school-age children has increased significantly, and yet 40 percent of the students eligible to receive Chapter 1 funds do not get served.

Yesterday we had a successful conference on Goals 2000, and we hope to enact that legislation next week. Among the issues before us this morning is how to fit all these efforts together and really support schools in doing a better job of helping students.

This morning, we are going to hear some specific recommendations about what we might do, and I look forward to hearing from our witnesses.

We are also looking in the context of the reauthorization of Head Start, with the recommendations that have been made by the bipartisan commission about the relationship between the Head Start program and the schools.

We thus have that Head Start, the Chapter 1 programs, the Goals 2000 program, the School-to-Work program, and features of the Serve America program, which is some $40 million for students to become involved in service programs in their community. Then at the higher end, we have the direct loan and tuition repayment programs, as well as the other aspects of the Serve America voluntary services programs.

So we are attempting to look at this more holistically in terms of what is happening to schools, and clearly, this is an enormously important priority for this committee and for the country. We are looking forward to today's hearing.

Senator Pell?

Senator PELL. Thank you, Mr. Chairman. I ask unanimous consent that my statement be placed in the record so we can move on to the witnesses.

The CHAIRMAN. Very good. It will be so included.

[The prepared statement of Senator Pell follows:]

PREPARED STATEMENT OF SENATOR PELL

We turn our attention today to the ways in which the Chapter 1 program might be improved to better serve the educational needs of economically disadvantaged children in our Nation.

Many of the proposed reforms are already contained in the administration's legislation. These include things such as better targeting of Federal funds, lowering the threshold for schoolwide projects, linking this legislation to school reform, focusing on the education of the whole child, and a strong emphasis on parental involvement.

The witnesses we will hear from today have spent considerable time and effort in looking at the Chapter 1 program not only in terms of how it now works but especially in how it should be changed if we are to ensure that the education of our most at-risk children is of the highest quality. I look forward to what they have to say.

The CHAIRMAN. On Panel 1, we have testifying this morning David Hornbeck, chairman of the Commission on Chapter 1, who will give us the commission's recommendations on how to improve Chapter 1. Mr. Hornbeck is the former commissioner of education in Maryland and has broad experience in school reform. We welcome Mr. Hornbeck, along with Bill Taylor, who is counsel on the Chapter 1 Commission, and who is always welcome by this committee. He does a lot of good work for children and for all of our citizens in making this a fairer country. We are always glad to see you here.

Mr. Hornbeck?

STATEMENT OF DAVID HORNBECK, CHAIRMAN, COMMISSION ON CHAPTER 1

Mr. HORNBECK. Thank you, Mr. Chairman, members of the committee.

I am delighted to be here. For the past 3 years, I have had the privilege of serving as the chair of an independent, 28-member commission that has been looking at the Chapter 1 program, and I appreciate the opportunity to share with you a summary of the commission's conclusions and recommendations.

Copies of this full report have been previously submitted to the committee.

I think it is fair to say the program has enjoyed appropriate widespread support for these last 25 years. The youngsters in this country who have improved the most during that period of time have been youngsters who have been poor, youngsters who have been minority. Unhappily, that improvement has come only at the most basic skill level, at a time when the achievement levels that are necessary to function effectively in this world have been going up significantly.

Some of the testimony that you referred to that Kati Haycock gave formed the backdrop, of course, to the work of the Commission on Chapter 1. About 3 years ago, as a consequence of the kinds of facts that you cited arising from Philadelphia and otherwise, a result of that data and the conviction that the kinds of results that poor youngsters have been achieving, we asked a group with very broad and deep experience to see whether we could not find a way to make Chapter 1 a good deal more effective. And the object was to close the achievement gap. We knew the Nation could not afford to continue to squander what is a very precious human resource, and we need all young people to be fully productive. They need to be able to think, to analyze, to communicate, to use their minds well. But our experience told us that despite congressional efforts, particularly in 1988, to improve Chapter 1, it simply was not working.

The time for making changes on the margins had passed, and Chapter 1 needed to change in very significant ways.

Among the specific problems we found was that the program's emphasis on tying dollars to individual students is pushing schools to use practices that just do not work when it comes to raising the achievement of students, like pullout programs and the extensive use of teacher aides; they are simply not educationally sound. Second, the mandated use of the No. 2 pencil, the "fill in the bubble" test, no longer makes any sense. Third, the funds are distributed too thinly to make sufficient difference in schools with heavy concentrations of poor children.

And finally, another example is the incentive system and its perversity, withdrawing money from schools that do in fact make progress.

Our experience has proved that the theory of adding on, of simply trying to remediate, is not going to do the job. While this approach may have worked okay when the goal was limited to very basic skills, it does not work with more complex skills. When the goals are higher, no matter how wonderful the special program may be or how dedicated the staff or how well-designed the materials, simply to give 25 or 30 minutes in a pull-out program to a group of kids facing the issues that they face, again, is not going to produce the kind of high achievement in math and science and English and history and geography that is necessary.

If we want all of our youngsters to master high levels of knowledge and skills, it is going to require building good schools, not just good programs.

So the real question for our commission was how do you take a program that has financed add-on services and turn it into an engine for improving whole schools that serve concentrations of poor children in order to focus on their achievement? And our answer to that was that the program had to be overhauled from top to bottom.

We present to you an eight-part framework for doing that. Happily, it is also a framework that is, in my judgment, reflected rather explicitly in Goals 2000. First, States would be asked to set clear, high standards for what all students should know and be able to do. These would be the same for all students, poor and rich, minority and white.

Second, the tests that are required have to be as rich as the results that you have identified. You cannot have terrific performance standards set and lousy tests. You are going to get what you test, and as a consequence, States are going to need to develop new assessments and eliminate the low-level norm-referenced tests that have been our history.

Third, instead of continuing to give parents relatively useless information about stanines and percentiles, we need to be in a posture of really telling them how they are doing against those standards, what the school is doing, and very importantly, what they the parents can do to actually help their kids achieve those standards.

Fourth and very importantly, we have just got to invest generously—and we recommend at least 20 percent of the total Chapter 1 resources—in professional development. In effect, we are asking people to do things in a radically different way than it was done to them when they were in elementary and secondary school, than they were taught in teacher training institutions, and that they have seen role-modelled in their own teaching experience. And you do not do that by osmosis. You simply cannot send a directive out that says you will be pleased to know you are part of an outcome-based, consequences-driven, site-based-managed system, and let us know how it works out. We have to provide the kind of support in professional development terms that is central.

Fifth, funding should be concentrated more heavily in schools with concentrations of poor children. These dollars should be used to encourage States to reduce the substantial disparities within their borders, in the educational resources that are invested in different communities.

Sixth, current requirements that force schools to tie dollars to individual students should be eliminated. So too should reverse incentives in the current law. Dollars should flow simply according to the enrollment of poor children.

Seventh, schools should continue to be encouraged to use dollars to help coordinate health and social service delivery to students.

And finally, schools should actually be held accountable for results. The accountability system now is an accountability simply for dollars; never mind whether the youngsters can do math and science and English and history and geography, and think and solve problems and integrate knowledge. We have suggested that those who make progress in getting larger numbers of students to State standards should be rewarded, and that those who do not make progress should receive help, and consequences should be more severe over time.

In the end, what we have proposed is a wholly new framework for the education of disadvantaged children. It has eight parts, but it should not be conceived as a menu of eight different things from which one picks and chooses. One of the weak parts of education reform all over this country for the last 25 years has been its piecemeal approach. Goals 2000 is characterized by a look at systems; so should Chapter 1 and ESEA.

Some have suggested that the commission has been too bold, that the changes we propose are too big. Indeed, that is probably the reason why, while they adopted many of the commission's recommendations, both the administration and the House stopped short of adopting the whole framework.

We are particularly concerned about the following problems in H.R. 6. First, H.R. 6 does not provide sufficient concentration of Chapter 1 dollars in schools and districts with high concentrations of poverty. Although the administration proposed a bold concentration scheme, the House chose to provide increases for virtually all districts instead.

Second, H.R. 6 extends the option for schoolwide use of Chapter 1 dollars only to schools with 60 percent or more of their children in poverty. This means that most Chapter 1 schools will continue to be barred from using their dollars in what we think is the only way likely to significantly improve student achievement, that is, to improve the whole school.

Third, H.R. 6 does not invest nearly enough in that area of professional development. If educators in schools serving poor children are to be successful in getting their students to high levels of achievement, they will need considerable help.

Finally, H.R. 6 does not go far enough, in our judgment, in using Federal leadership and Federal leverage to induce States more nearly to equalize the educational opportunities of students in poor and rich communities.

Taken together, these problems undermine the intent of the legislation and result in what is at best a mixed set of signals to State and local educators. We urge that signal from Congress to school boards, teachers, and administrators across the land to be clear and unambiguous.

The following is the message that should be sent by Congress to educators throughout the country: You hold in your hands the keys to the future for poor and minority children. If you have high expectations for their achievement, establish clear standards for student work, employ instructional practices with demonstrated effectiveness, and enlist parents and others in reducing barriers to learning, your students absolutely will achieve at much higher levels. You make the decisions on how to get students to high standards and how to spend your Chapter 1 money. Rather than second-guessing your decisions, we will invest heavily in assuring that your knowledge and skills are at their peak and that you have adequate resources at your disposal, and then hold you accountable for results.

Thank you again for letting me present these recommendations, and I will be happy to answer any questions that you may have.

[The prepared statement of Mr. Hornbeck may be found in the appendix.]

The CHAIRMAN. Thank you very much for very succinct but powerful testimony.

Before getting into questions, I will recognize Senator Hatch.

OPENING STATEMENT OF SENATOR HATCH

Senator HATCH. Thank you, Mr. Chairman. I appreciate it, because I have to leave today, and I would like to say just a few words about this. And I appreciate the fact that you have scheduled several hearings on Chapter 1 and the changes that have been recommended. I intend to review this testimony very carefully.

I should say at the outset that I agree with some of the changes that you have put in this bill and that President Clinton has recommended, such as changing the percentage of Chapter 1-eligible children that determines a Chapter 1 school.

Chapter 1 has been a centerpiece of our Nation's educational assistance effort for many years. I agree that no program should be reauthorized without a thorough review from time to time. Changes should be made when we can identify weaknesses that can be strengthened, flaws that must be corrected, or unfairness that must be righted.

I sincerely appreciate the work that has already been done by Secretary Riley and by my colleagues on the Labor Committee to undertake this process. While I expect we will have our disagreements as we go along, I believe this bill, S. 1513, and of course, the Title I component, to be of such paramount importance that we must work together to achieve Senate and, I hope, congressional consensus.

I hope this consensus-building exercise will also extend to developing the distribution formula under Title I. I do not expect every Senator on this committee, or every member of the House committee, to sacrifice the interests of their own States to Utah, but I do expect that Utah and a large number of other States similarly affected will be treated fairly in the deliberations over the formula.

My idea of a Chapter 1 formula is represented by S. 14, which I introduced on the first day of the 103rd Congress, although I hold no illusion that the Congress will adopt that particular formula. But I hope my colleagues will be amenable, as I am, to working something out on the formula that will take the demographics and educational needs of all States into consideration.

Mr. Chairman, again, I want to thank you for holding these hearings, you and Senator Pell for your efforts in this area, and I hope we can work out a more equitable arrangement for everybody as we continue to push this bill through the Congress.

Thank you.

The CHAIRMAN. Thank you very much. We look forward to working closely with you, Senator Hatch, and we are glad to have your continued interest in the program.

Senator HATCH. Thank you, Mr. Chairman.

The CHAIRMAN. Mr. Hornbeck, you make a strong point about the dollars following the child, and I think all of us have seen enough situations where that has worked inadequately. So you recommend that we have a greater concentration of funds in the areas of greatest poverty and that we deal with the educational challenge in a more holistic way. And we are certainly hopeful that we can do that, but if we are not able to get that kind of high concentration—and these days, we are dealing with some tough political realities, as you well know, in changing the formula, and I think all of us on this committee are going to do the best we can to try to follow those recommendations—but how do you ensure that we are really going to give focus and attention to the needy children in these schools? People will probably come back and ask, well, if you are going to do it for the whole educational system, or all the schools, why don't we just have revenue-sharing. We are going to hear a lot about just putting all the programs together and giving funding to the schools, and I think we are going to hear a modification along that line from Congressman Hoyer.

And quite frankly, in Goals 2000, we have given a lot of flexibility. We are caught in this, and we have given a lot of flexibility to all Stats and even more to six States and a number of the school districts to try to deal with it. In the testimony last week, we saw that book of applications for Chapter 1 in Philadelphia. Regulations are also a problem in labor training programs, where we have 123 of them in six different agencies. So we obviously have to try to do this with enormous overheads and inefficiencies.

How do you respond to that kind of a challenge?

Mr. HORNBECK. The key factor is reflected in what in effect is Component 8 of our set of suggestions, and that is to look at the issues of accountability very differently than we have in the past.

If we are going to have standards and assessment, as we recommend that we do, there needs to be genuine consequence attached to whether or not schools achieve those. And if in fact you define the progress or, as we called it in our report, adequate progress, by youngsters who previously would have been characterized as Chapter 1 children, and tie directly to the achievement or the nonachievement of those results rewards and assistance and penalties, then that stands on its head our present system of rewarding or penalizing people based on process and input to one that is based on whether kids in fact can actually do math and science and English and so on.

So one of the really key factors in offering up the flexibility that is suggested here is the enforcement system that comes along behind it, or the accountability system. Frankly, at both the State and the Federal level, we have not done as good a job in thinking through the accountability system as we have in creating a new "god" in the flexibility feature. And those two things are the two sides, equally important, of the same coin. So we would underline very significantly a hard-edged accountability system that is focused on results.

The CHAIRMAN. I think you are probably making two points—one, the needs of the child, and two, the whole system. With respect to children, you are talking about doing evaluations through portfolios and other kinds of assessments—children, for example, can work together and make presentations or develop certain projects. We have seen a number of these kinds of systems that have been put in place in several schools that I have seen in Boston. So, you are getting away from the kind of testing that you referred to in your testimony. How are we going to know in terms of the schools?

Mr. HORNBECK. We would offer the suggestion—there are a number of ways one can do it—but we believe that there needs to be defined increasing proportions of successful students measured in the way you have just described, and that there needs to be defined a certain amount of "adequate progress." Now, we defined it in our report, and goodness knows, there are other percentages that could be put to it, but our research suggested that it was reasonable to expect an average of a 5 percent increase each year in the proportion of successful Chapter 1 students. And if there is, then that would represent satisfactory. It is a continuous improvement model. You cannot stay where you are. You cannot stagnate.

And if you pinpoint increasing proportions of youngsters, then over a period of time, we will get out of this quagmire we are presently in, where kids just sit there forever.

The CHAIRMAN. That is obviously hopeful. Do you have some examples of where this is being done? For example, Kentucky has undertaken a rather dramatic review of its educational system and is moving forward in some of these areas. We heard testimony where they have been able to reflect about a 10 percent increase in 4th grade math. This gets into pretty fuzzy—not fuzzy for you, because you know exactly what you mean—but at least it is fuzzy for a lot of people who have been looking at this in a different way. And I am just wondering if you could give us, either today or afterwards, some of the places which we could use as illustrations of successes.

Mr. HORNBECK. I would be glad to do that, Senator. Kentucky is the most fully-developed example of what we are talking about at the moment. There are those who would characterize some of what we have suggested here as "Buck Rogers" to be developed next century sometime stuff. Not true. The fact is that we can go ahead and move toward this right now, and Kentucky has set up a system in which very high levels of achievement are expected. Definitions of adequate progress are in place, and a new incentive system has been put into place that, among other things, ties decisionmaking authority and financial bonuses of school teams—not individual teachers, but school teams—to the actual achievement of kids. So it is working. It is not something that is part of some college theoretical seminar someplace.

The CHAIRMAN. Well, that is very helpful. I think also the focus on professional development is very, very important. We are certainly going to try to do that with regard to the Head Start program. I think the points you make are absolutely on target.

Senator Kassebaum?

Senator KASSEBAUM. Mr. Chairman, my apologies for being late, and Dr. Hornbeck, I am sorry to miss your comments because I have always valued your observations on education.

Has Dr. Hornbeck offered his testimony already?

The CHAIRMAN. Yes.

Senator KASSEBAUM. I thought maybe you and Senator Pell had done all the talking.

The CHAIRMAN. So you think we have been talking here for 30 minutes—that is sometimes true, but it does not happen to be in this case. [Laughter.]

Senator KASSEBAUM. I know that in Chapter 1, you have always felt strongly about parental involvement in education as we all do. But it is my understanding that you had been discouraged with the current provisions under Chapter 1 regarding increasing parental involvement and how that could be accomplished. We all know that it is not easy to design something here that is going to accomplish that out there, but I wondered if you have addressed that, or if you have any thoughts about ways we could improve the law in this area.

Mr. HORNBECK. I am glad you asked me about that, Senator. Where that impression of discouragement may have come from is some skepticism about how important simply including parents in governance context is to whether kids actually achieve. So in addition in the Chapter 1 Commission to encouraging the involvement of parents in the governance mechanisms, we have placed some considerably more emphasis on substantively trying to help parents help their youngsters through such initiatives as family literacy programs, programs like the Parents As Teachers program, which was pioneered in Missouri and I think now exists in 30 or 35 States.

So we have tended in the Chapter 1 Commission to shift our attention a little bit from the governance focus that used to dominate the parental role in Chapter 1 to add to that the point of developing capacity of parents to help kids.

Senator KASSEBAUM. Thank you very much, and my apologies again; I look forward to reading your testimony.

Mr. HORNBECK. Thank you, Senator.

The CHAIRMAN. Senator Pell?

Senator PELL. Thank you very much.

I have just one question, and that is what is the percentage of Chapter 1 children now being served under the program who are not in poverty? Do you have a feel for that?

Mr. HORNBECK. I am not sure what the answer to that is, Senator. Let us see if we cannot come up with that number, and we will get it to you, Senator.

Senator PELL. Just a guesstimate. Thank you.

Thank you very much, Mr. Chairman.

The CHAIRMAN. Thank you.

Senator Simon?

Senator SIMON. I regret I was not here for your testimony, and I apologize. I am not well enough informed on the basis of your testimony here yet to ask any questions.

Thank you.

The CHAIRMAN. Thank you very much. It was very, very helpful. We appreciate it, and we will be keeping in touch with you.

Mr. HORNBECK. Thank you.

The CHAIRMAN. On Panel 2, we have Michael Feuer, director of the Board on Testing and Assessment, which is part of the National Research Council. Mr. Feuer will give us some advice on assessments.

Also, we have Dr. Iris Rotberg, director of the Rand study on "Improving the Education of Low-Income Students."

And finally, we have Phyllis McClure, who is the chair of the Independent Review Panel.

All three of the witnesses on Panel 2 will be sharing the results of their respective studies and discussing the recommendations resulting from their findings.

We are glad to have all of you here, and we will start off with Dr. Feuer.

STATEMENTS OF MICHAEL J. FEUER, DIRECTOR, BOARD ON TESTING AND ASSESSMENT, NATIONAL RESEARCH COUNCIL, NATIONAL ACADEMY OF SCIENCES; IRIS C. ROTBERG, DIRECTOR, RAND STUDY ON "FEDERAL OPTIONS FOR IMPROVING THE EDUCATION OF LOW-INCOME STUDENTS"; AND PHYLLIS McCLURE, CHAIR, INDEPENDENT REVIEW PANEL, NATIONAL ASSESSMENT OF CHAPTER 1

Mr. FEUER. Good morning, Mr. Chairman, members of the committee and subcommittee. My name is Michael Feuer, and I am the staff director of the Board on Testing and Assessment at the National Research Council, which is the operating arm of the National Academy of Sciences.

Prior to joining the NRC last year, I was the senior analyst and project director at the Office of Technology Assessment, where I conducted a comprehensive study of testing in American schools that was released in March of 1992.

I am very happy to have this opportunity to testify this morning, but I want to make clear that my remarks do not necessarily reflect the opinions of the Board or the National Research Council or the National Academy.

I have a summary of my testimony, and I would just ask that the written statement be included in the record.

The CHAIRMAN. All the testimonies will be printed in the record as if given.

Mr. FEUER. Thank you, Mr. Chairman.

The reauthorization of ESEA, coupled with the Goals 2000: Educate America Act, are watershed events in American educational history. If these bills are passed, we will for the first time attempt to implement a national system of educational goals, a system of standards to guide the learning and performance content of what is learned by all students as well as their opportunities to learn, and we will have some kind of system of nationally certified voluntary State and local examinations aligned to those standards.

To borrow from the vernacular of today's youth, this is an "awesome" undertaking. And those who complain that our school system is slow to innovate would do well to consider the enormity of this enterprise.

The current status of Chapter 1 testing is the result of a gradual accumulation of good intentions run amok. In 1965, Congress passed the original ESEA, and with an amendment introduced by Senator Robert Kennedy, included provisions to assure parents and taxpayers that their money would not disappear into the interstices of local school budgets and that this new Federal experiment in assisting poor children would be held accountable.

Over time, though, these evaluation and accountability requirements under Chapter 1 have ballooned and have led to substantial increases in the frequency and significance of standardized testing of all students. Today, American students are perhaps the most tested of any in the world.

We are on the cusp of a major reform here, and as we move forward into this new era of education policy, we would do well to pause for a moment and consider some basic principles of appropriate testing and assessment practice.

Testing has served three basic functions—to aid teachers and students by diagnosing learning needs, styles, and problems; to monitor systemwide educational outcomes, and to facilitate better decisions, informed decisions, about selection and credentialling of individual students.

These three purposes of testing share a common assumption, that is, that information about learning can support improved decisionmaking. But they differ quite significantly in the kinds of information they seek and in the types of decisions they can effectively support.

Test results appropriate for some decisions may be simply inappropriate for others. So for example, if the goal is to monitor the overall progress of a program such as Chapter 1, that does not necessarily require the testing of all students on a regular, annual cycle. I would suggest that sampling methods as developed by the National Assessment of Educational Progress over the last 3 decades would be a good place to start for some innovative ways to approach that national assessment function.

Let me add a caveat here, and that is that what is implicit in much of today's debate about standards and assessment is the belief that testing can actually serve a fourth purpose, and that is to motivate teaching and learning. Now, this view, ironically, is often espoused by the same people who point the finger of blame at tests for their role in "dummying down" the curriculum and lowering our expectations of students. These critics disparage teaching to the test when the test requires recall of isolated facts and uses multiple choice items, but they tend to endorse the concept when the test consists of so-called "authentic tasks" that would be good for teachers and students to practice for.

Unfortunately, many of the undesirable consequences of high-stakes testing can occur regardless of the test's format or content. This idea of using testing in a motivational function is one that needs to be approached with caution.

As a reminder, one of the goals of the 1988 Amendments to ESEA was in fact to place greater emphasis on higher-order analytical problem-solving skills. The research evidence to date, however, suggest that in fact the increased testing and the ratcheting up of consequences pegged to test performance have had quite the opposite effect.

The lesson from that experience is that using testing as an instrument of policy is fraught with uncertainties and vulnerable to all kinds of unintended consequences.

In conclusion——

The CHAIRMAN. I do not understand that point. Could you spell that out a little bit for me, the significance of that?

Mr. FEUER. If we think of tests as vehicles to motivate students and teachers to do a better job, one needs to be very careful about the way consequences are attached to test results, for the simple reason that we do not want, once again, to lead down a road of narrowing everyone's attention onto test-taking skills and emphasizing the kinds of skills that lead to better test performance without underlying improvements in the real knowledge base. That is the main point.

And in fact, one conclusion that I would draw from the history of testing in American schools is that we have a habit of using tests in ways that really go well beyond the purposes for which they were designed. The potential influence of Chapter 1 or Title I testing on many of the other testing and assessment activities in American education leads me to conclude that we might consider some legislative or regulatory provisions to ensure a more appropriate test use, and that is making sure that tests are used for the purposes for which they were constructed and validated.

In the spirit of keeping within a 5-minute time frame, I will conclude with that and thank the committee for this opportunity and welcome any additional questions that you might have.

The CHAIRMAN. Thank you.

[The prepared statement of Mr. Feuer may be found in the appendix.]

The CHAIRMAN. Dr. Rotberg?

Ms. ROTBERG. Senator Kennedy, members of the committee, I would like to thank you for the opportunity to discuss with you the study of Chapter 1 that I directed at the Rand Corporation.

I will begin by summarizing the major conclusions of our study and then discuss our recommendations. I have also submitted more detailed testimony for the record.

First, Chapter 1 money goes to almost three-fourths of all elementary schools and more than a third of the Nation's secondary schools. It supports almost any kind of reasonable education intervention. It serves millions of children—I should say that less than half of the children served, however, are poor—and it serves these children particularly by providing supplemental reading and mathematics instruction. It benefits many of those it serves.

Second, the program has virtually no impact on overall school quality. It has not kept up with the needs either in poor inner cities or in rural schools. As designed and as funded, it cannot lead to fundamental schoolwide improvements. It cannot significantly affect the quality of education in poor communities. This is because the amount of funding is small in relation to overall education expenditures and because the funds are widely disbursed. Indeed, Chapter 1 funds go to almost half of the elementary schools in the country with a few as 10 percent poor children. This money is spread too thinly.

Third, public school expenditures vary tremendously among States, districts, and schools in a district. Chapter 1 does not make a dent in the difference. Less money is devoted to the education of many Chapter 1 participants even after the addition of Chapter 1 funds than is devoted to the education of other and particularly more affluent children across the Nation.

For example, in Illinois, school districts spend between roughly $2,400 and $8,300 per student. The 100 poorest districts in Texas spend an average of just under $3,000 per student. The 100 wealthiest districts, however, spend an average of about $7,200.

A judge in a school finance case put it this way, and I quote: "If money is inadequate to improve education, the residents of poor districts should at least have an equal opportunity to be disappointed by its failure."

Fourth, large inequalities in education resources occur within school districts as well as among districts in States. Some schools have half the resources of other schools even within the same district. On average, these schools with high proportions of low-income and minority students—precisely the schools that should be targeted by Chapter 1 funds—are the schools that receive less money.

Our study recommends three basic changes. First, increase Chapter 1 funding for the Nation's lowest income school districts and schools. Concentrate the funds. Merge the present basic and concentration grant formulas into a single weighted formula that provides more money per poor child as the concentration of poor children in a district increases.

Under the formula we propose, almost all districts currently eligible for Chapter 1 would continue to receive some funding. In practice, the level of funding in a district would depend on the combined effects of both the overall Chapter 1 appropriations and the degree of weighting for low-income districts built into the formula.

However, because of the needs of low-income districts, we recommend the use of a formula weighted by concentration of poor children, regardless of the overall level of Chapter 1 appropriations.

Our second recommendation is to reformulate how Chapter 1 funds are used in a school. If sufficient Chapter 1 funding is available, we propose that the funds go to encourage school-wide improvement for the broad range of low-income children in the schools. This change could dramatically improve educational opportunities for the lowest income children. The purpose is to provide the poorer schools with the resources needed to make comprehensive changes in their education programs.

I would like to emphasize, however, that if the current limited Chapter 1 resources went into a school's overall budget, many children now receiving special services would probably lose them, while the overall quality of the education program would not improve noticeably. This is simply because the funding is low. It is hardly meaningful to recommend school-wide projects in a school that receives only enough Chapter 1 funds to hire perhaps an additional part-time teacher or aide. This is very commonly the case in Chapter 1 schools. That level of funding and level of staffing is simply not going to permit the school to make basic, comprehensive changes, no matter how good our intentions.

If the school does not have to have sufficient resources, we might consider the possibility of letting children continue to receive supplemental services.

Our third recommendation relates to what we believe is one of the greatest problems in U.S. public education—the large disparity in expenditures across school districts. One option for addressing this disparity that we recommended in our report was to use the Chapter 2 program, which is essentially general aid to education, as the base for a system of fiscal incentives to encourage States to narrow the expenditure differential between rich and poor school districts.

It appears feasible with available data to assess both the potential effectiveness of incentives for equity and the likely distribution of the proposed incentive grants among States.

We also conclude that Federal requirements for Chapter 1 testing should be eliminated. Chapter 1 students have plenty of other tests routinely given to all students in their school districts. The Chapter 1 test requirements are costly, they have negative consequences for the students—rote learning, pull-out programs, tracking and the rest—and they provide little useful information. They tell us only what we already know, the effects of inadequate resources and poverty on the learning experience.

I would like to conclude by noting that in recent years, several proposals, including restructuring schools, the establishment of national standards and testing, and the use of vouchers, have been put forward as the reforms needed to strengthen the Nation's education system. These proposals do not begin to address either the severe problems of poverty in our inner city and rural schools or the serious underfunding of these schools.

Up until now, the Nation has chosen not to make the needed investment in low-income schools. Under the circumstances, policymakers should be realistic about what can and cannot be accomplished by rhetoric about world class standards, accountability or choice. Setting vague and unrealistic goals, or constructing additional tests does not substitute for high-quality education. We will not produce better schools, no matter what peripheral reforms are implemented, unless we address the serious underfunding of education in poor communities. Further delays will result in diminished opportunities for this generation of low-income children.

Constance Clayton, who is superintendent of the Philadelphia public schools, summarized it this way in a paper written for the Rand study: "We must face every day the realities of the unequal hand dealt to our children and to our schools."

Thank you very much, and I would be very pleased to answer questions.

The CHAIRMAN. Well, that was a rather ominous presentation, but I think you are probably right on target. Thank you very much.

[The prepared statement of Ms. Rotberg may be found in the appendix.]

The CHAIRMAN. Ms. McClure, if you would be kind enough, I would like to recognize Congressman Hoyer, who has been thinking about this issue for some period of time and is one of the most involved members on this issue over on the House. He has a tight schedule, and I would like, if we could, to hear his presentation, and then we will come back to your presentation and questions. If we do have questions for Congressman Hoyer, maybe we can submit those.

Congressman Hoyer?

STATEMENT OF HON. STENY H. HOYER, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MARYLAND

Mr. HOYER. Senator Kennedy, Senator Simon.

Senator SIMON. Welcome. I had the honor of serving in the House with Steny Hoyer, and when I did not know how to vote, I would check with him, and that is how I got all my bad votes in the House, Mr. Chairman. [Laughter.]

The CHAIRMAN. We have the balanced budget amendment, though.

Senator SIMON. He is on the right side, along with Congressman Joe Kennedy, on that issue.

Mr. HOYER. I stuck with Joe Kennedy on that one yesterday; a lot of my friends behind me are pleased that we got 273 and not 290, I am sure.

Notwithstanding that, I appreciate, Senator, the opportunity to appear before you. I want to begin by thanking the committee for rearranging its schedule to allow me to appear to testify today on the ESEA reauthorization.

It is a particular pleasure to follow my fellow Marylander, David Hornbeck, who I think has left, but he and I worked together a lot when he was head of the school system in Maryland. His work around the country on school reform and on the Chapter 1 Commission has inspired many of us to rethink our basic assumptions about what Federal education aid is all about.

In fact, I am here today advocating more sweeping changes in ESEA than David and his colleagues on the commission, while building on their groundbreaking work.

Mr. Chairman, in this ESEA reauthorization, we have an opportunity to leverage significant change in schools around the Nation with a relatively modest amount of money. But evidence from school reform efforts around the country, including those in my home State, indicate that getting this accomplished will require a major departure from the way we have traditionally structured Federal education aid. This means not only going well beyond current law, which I think we would all agree on, but also going beyond both the administration's proposal and H.R. 6 as it now stands in the House.

This new approach hinges on an ambitious consolidation of categorical programs into one funding stream aimed at encouraging school improvement. The new framework for schoolwide Title I proposed by both the administration and the House provides an excellent foundation for this initiative, a point I will return to in a moment.

In terms of the categoricals, I would recommend consolidating Title I, Even Start, the migrant and delinquent youth programs, all of Title II, Drug-Free Schools, the Javits Gifted and Talented Program, and all the new categoricals created in H.R. 6 pending in the House. These programs are authorized at a total of $11 billion in the House bill, which would become the funding level for our school improvement initiative.

I would like to touch very briefly on the allocation of those funds to State and local education agencies. Although I agree strongly with the administration that we need greater concentration of Federal funds in high poverty schools, I am less concerned with formula issues in making this proposal than I am with setting up a new, flexible, results-oriented approach to Federal education funding.

Obviously, allocating the funds for this new school improvement program could be done in many ways. One of the simplest, and perhaps least politically controversial, would be to use the H.R. 6 formulas for the categoricals and simply aggregate them into one funding stream.

I might say, Senator, as you know—Chairman Pell, it is good to see you, sir—as you know, I serve on the Labor, Health, Human Services and Education Appropriations Subcommittee, so we deal with these funding streams all the time. Like the Goals 2000 bill, this new school improvement initiative would take Federal education funding in a different direction from where we have gone historically. For years, we have attempted to aid particular segments of the school-age population—the disadvantaged with Chapter 1, at-risk youth with dropout prevention funds, and so on, all of these categoricals.

I was particularly impressed, frankly, with Kati Haycock's, with whom I have talked, testimony. It was compelling. Pages 4 and 5 of her testimony, in my opinion, are right on target as it relates to categoricals and the impact that the implementation of those categoricals has on local school systems.

Kati Haycock discussed in her strong and disturbing testimony on Wednesday a categorical approach to Federal education funding just has not worked. Chapter 1 is a revenue-sharing program at very best, and in my opinion, very little else, and everybody that I have asked to show me the results, including in my own jurisdiction of Prince George's County, a large and diverse school system of approximately 110,000 students, Chapter 1, in my opinion, is not working.

That does not mean it does not bring some money into my school system and others, and they like that money. But it is not working, in my opinion, the way it ought to. Instead, categoricals have fragmented the educational experience for children, who tend to have far too much fragmentation in their lives already. They have bloated school bureaucracies and fostered accountability for process—accountability for process. That, Mr. Chairman, I would suggest is what we are all about at the Federal level. As a member of the labor and health committee, when I ask Secretary Shalala or Secretary Riley or others involved in these large programs, what do you really assess, it is process that they assess, not outcomes. It is difficult to assess outcomes. I know you have had some testimony here, and I have experts to my left. I do not pretend to be an expert, but I do know that it is difficult to make assessments. It is not as difficult to assess process, and therefore we can focus on that.

It is time, however, to attack the problems these categoricals were designed to address from a completely different direction. As I mentioned earlier, that new direction could be very much like the administration's Title I, schoolwide program, with four key changes.

As the committee knows, Mr. Chairman, the Education Department under the leadership of Secretary Riley and Under Secretary Mike Smith, who testified before this committee the other day, took to heart the serious concerns about the current Chapter 1 program raised by various independent panels.

The administration's overhaul of Title I goes a long way toward meeting the criticisms of this $6.3 billion categorical, which is, as the committee knows, the largest pot of Federal money we spend on elementary and secondary education.

The new schoolwide Title I framework is flexible, accountable, and results-oriented. It involves States, LEAs, and schools in setting realistic benchmarks for continual school improvement based on State standards. It requires the development of new assessments to replace the fill-in-the-bubble standardized tests. It includes real consequences for failure to make process.

In short, it is based on the best information we have about what is working in State and local reform efforts involving all schools, not only those with high concentrations of disadvantaged students—all schools.

But in adapting the new Title I framework for a broad school improvement initiative, several key areas remain, in my opinion, to be addressed. First, although I generally believe we should avoid the temptation at the Federal level to tell States, LEAs, and schools how to spend the money we send them, and therefore stress the importance of flexibility, I do believe there should be a set-aside for professional development. I justify what might seem to be a logical inconsistency—and very frankly, would give that up if in giving it up, I would get the total flexibility that I support—by pointing out that there is universal agreement among the educational community that better-trained teachers are the single most important ingredient in school improvement today. As a matter of fact, a school system, particularly at the elementary school level, is as good as the teacher your child has on that given year.

Second, although the new Title I section of the ESEA reauthorization requires "adequate progress" by schools and LEAs each year, that is not enough. We also need to require that continuous progress be made toward closing the gap between all students and disadvantaged students. In other words, while all students must improve, disadvantaged students need to improve more rapidly.

Since the new Title I legislation already requires that educational progress data be reported separately for disadvantaged students as well as for all students, we would have the tools we need to determine whether this result is being accomplished.

As to whether the goal itself is achievable over the next 5 years, I believe it is, provided that sufficient resources from a variety of sources are targeted to schools that need the most help. That is controversial; I understand that. We backed off of it in the House. This is an excellent example of a crucial result that could, I believe, be more readily accomplished if leverage at the Federal level were used to encourage States, LEAs, and schools to reinvent our poorest and most troubled schools.

Third, we need to specify that students be assessed in second grade as well as in the later grades already envisioned in the new Title I framework. Obviously, this assessment would be far less comprehensive than those required for older children, but it is a means to drive resources into early childhood programs that get youngsters ready to learn. As you know, Senator, because we have discussed it, I am convinced if at preschool, pre-kindergarten, first, second and third grades, you fail, I do not care how good your junior high school and high school teachers are; they will not be able to turn around that loss.

Fourth and finally, to the subject of consequences for performance—and I think this is critical—there are some 1,500 Chapter 1 grantees around the country. Since 1965, that many—zero—have lost their grants for failure to perform.

If we at the Federal level are to have an impact on the quality of instruction in classrooms around the country, we need to make it clear that funding is contingent on continuous, improved achievement for kids. When our work force is not able to compete with the Japanese and the Western Europeans, standing still will not cut it as far as annual student progress is concerned.

I offered an amendment, Mr. Chairman and members of the committee, to H.R. 6, and it was adopted several weeks ago, that makes it explicit that loss or transfer of funds and authority are among the penalties a State can visit on poorly performing schools. The taxpayers of this country do not understand why we continue to throw good money after bad if it is not resulting in the goals, in this case, children better off, more competitive, feeling better about themselves and more intellectually capable. And we need to stop spending money if it is not working.

I do not think we can be tough enough here provided the goals-setting process works. But evidence from Kentucky shows that rewards are perhaps more important than punishment in driving progress. I accept that. Incentives, including raises for teachers and principals, should be made a more explicit part of the system than they are in the new Title I legislation. But if it does not work, we ought not to continue to do it just so we can tell people we care about these objectives. It is accomplishing the objectives that the children and the parents care about.

In closing, Mr. Chairman and members of the committee, I would like to share a concept that goes much further than anything I have raised thus far this morning. Over the next few years, we will see what greater local flexibility combined with adequate funding and accountability for results does for education improvement.

I believe we will see substantial gains, based on what is already starting to happen in the States. Building on that success, I envision future Federal legislation combining many more categoricals designed to benefit children and families in the fields of early childhood, social services, health care, education, and job training.

Secretary Riley at Georgetown talked about family centers, full-service centers. Senator, you and I have talked about looking at a very big pot of money which is not in education, but clearly is critical to education, and that is the Head Start pot of money, which this administration, thankfully, is for further funding, expanding. I am for that. I am for it if it works, if we get results, if we have a return, if we are tough enough to make sure that sloppy programs that are being run, frankly, more for the infrastructure than for the children—and I use that word carefully; it is probably the least controversial word I could use. Set outcomes, demand results; reward good results and penalize poor performance.

We at the Federal level have to face the fact that we do not deliver the services. The time has come to trust, encourage, and support those who do. Using the ESEA reauthorization as the catalyst for broad school improvement could be the first step toward a whole new Federal approach to programs for children and families.

I urge the committee to take this opportunity and would be delighted to work with you in the future on this effort. This committee has some of the finest representatives that Americans have sent to the Congress of the United States. I think we can do some historic and revolutionary things. This administration will support that kind of action, and I hope we do it.

Thank you very much.

[The prepared statement of Mr. Hoyer may be found in the appendix.]

The CHAIRMAN. Thank you very much, Congressman Hoyer. Obviously, from your presentation, you have given this a lot of thought and attention and have made some excellent recommendations.

One of the thoughts that we will have a chance to chew on at another time is that of taking the bottom 10 percent of schools in performance and each year, on the basis of competition, use those resources to trigger new programs for those schools. That has been suggested a number of times. You have sort of reemphasized the importance of effective assessments and incentives, and we are certainly going to try to look at some of those techniques that are being used now and see how we can appropriately utilize some of those concepts.

Mr. HOYER. Senator, thank you. I do not know whether you had any questions, but if not, thank you very much, and I thank the panel for allowing me to interrupt you. I appreciate it very much.

The CHAIRMAN. It was very helpful testimony.

Senator PELL. Thank you very much indeed.

Senator SIMON. And let me just commend my colleague. I frankly had not thought about it until you just mentioned that we have not withdrawn support from any school district that is not performing. That is not the way to get performance. I do not know how we can build that into this.

Mr. HOYER. We put the amendment in the House bill. It is a relatively mild amendment and was incorporated in an en bloc amendment, and there was not much debate about it on the floor. But I think putting that in there says—and nobody wants to take any money away from school districts—but what we also do not want to do is pretend that we are helping children, and then pretend that we are helping the elementary and junior high school and high school kids—and then they get out, whether they drop out or graduate, and they are angry. They are angry because they have been through a system that pretended we were doing something for them, and they employers said, "You cannot hack it here. You do not have the skills." And they are angry. They are angry at society for pretending that we are doing something, because it is nice to tell people—and I am a big supporter; in the 27 years I have been here, I think educators and these programs look at me as a strong supporter, and I am—but I have come to the point where we need to demand that they work, and if they do not work, take them away.

Senator SIMON. And I think we probably have to withdraw some in order to get the message across.

Mr. HOYER. And it would be great incentive for the balance.

Senator SIMON. Yes.

The CHAIRMAN. Well, it is just as true that we ought to be considering that approach with other programs. We do not do it in terms of community health centers; we do not do it in terms of job training programs. How to fashion and shape something along those lines is obviously something we ought to be giving a great deal of attention to. If you have suggestions at another time, maybe you would make those to us.

Mr. HOYER. I would be glad to pursue it.

Senator PELL. From a political viewpoint, the toughest thing is always to change the status quo of anything. We agree with you in theory.

The CHAIRMAN. Claiborne again has put his finger on the problem; as always, he will make the recommendations and suggestions that show us the way.

Thank you very much. We appreciate your testimony, and we will put your full statement at the appropriate place in the record.

Mr. HOYER. What does that mean, Senator? [Laughter.] Thank you very much.

The CHAIRMAN. Ms. McClure?

Ms. MCCLURE. Senator Kennedy and members of the committee, thank you.

I testify today on behalf of the Independent Review Panel. That panel was created by Congress in the National Assessment Act of 1990—it is "1990" and not "1992," as my written statement says.

This was a very diverse group of people who have had a lot of acquaintance with Chapter 1 practitioners at the State and local levels, public and private, child advocates such as myself, researchers. The fact that such a diverse panel came out sounding many of the same themes of reform that you have heard from others, I find fairly remarkable.

But in order not to repeat some of these same reform themes, what I thought I would do is swiftly go through some of the panel's recommendations and indicate to you how those recommendations comport with what the House bill has done thus far in reauthorizing the new Title I.

Let me begin with recommendation Number 1, reform the whole school. Looking at the House-passed bill, I can only conclude that it is very lukewarm about the schoolwide approach. It on the one hand makes more schools eligible, but on the other hand, creates a big obstacle for schools to do it by having a separate accountability system that says if you do not make progress in 3 years, you are out—3 years and you are out. That does not make sense because lots of schools are very tough to turn around, and it takes 3 years just to set the preconditions.

While I am on this subject of reforming the whole school, Senator Pell, let me address your concern about if you go this direction, how do you guarantee any individual attention to poor and disadvantaged children.

I thought that way for many, many years, but I have been forced to change my mind. And what has changed my mind is visiting schools and listening to black parents. Twenty-3 years ago when I was at the NAACP Legal Defense Fund, I would get calls from black parents saying, "Phyllis, they are building a swimming pool with the Title I money." In the last couple of years, I get calls from black parents—or when I am in the community visiting them—and they say, "Phyllis, I am taking my son out of Chapter 1 because he is not getting the regular math. I want him to get the regular math, not the' dummied down' math."

Experience after experience like that, plus the research, have forced me to change my mind, and I want to tell you that personally, as well as speaking on behalf of the panel, I do subscribe to the whole school business. Where the threshold is set is not so much the key question; it is providing great technical assistance and outcomes-based accountability standards so that the whole school approach works.

The National Assessment was very discouraging about the whole school reform. Many schools did not use it, and there are reasons why they did not use it, but that is no reason to abandon it or to make it tougher to pursue in a new era.

Recommendations 2 and 3 have to do with outcomes approach, higher skills, getting away from remediation, and a new assessment system to measure them. The House bill moves in that direction. There are some concerns that I would perceive in the way the House bill and the administration's bill adopts the assessment system; you can read my testimony to get the details of that.

Recommendation 4 of the panel had to do with the fact that it felt, we believed, that the Federal Government ought to put up at least some matching funds to help the States comply with some of these new reforms, and in particular, the assessments. This recommendation has gone unheeded by both the administration and by the House of Representatives. The reason it is important is if you are really going to go this outcomes approach, and you are going to attach some consequences, and you are going to build it on some new assessments which do not exist in most places yet, they have to be developed, and they have to be tried out, and they have to be validated, and all that stuff that people talk about in making them technically sound. And there is no money here to do it. And unless there is money to develop those, I fear, the panel would fear, that the States will simply revert to using norm-referenced multiple-choice because they are available, and they are less costly.

Recommendation 5 has to do with intervening early. The panel was extremely strong on prevention. It just did not make sense to the panel that the way we have operated this program for years is that we wait until kids fail, and then we try to remediate them. The panel wants to change that emphasis into prevention—do not wait around until kids start exhibiting problems. Get right in there and provide them assistance.

Now, this means both in the schoolwide context this can happen, and it also means in the provision of assistance in the early grades. The House bill has a number of features that are very strong and comport with the panel's recommendations in this regard. In fact, the bill would require that any child who had participated in Head Start, Even Start, or any State-provided preschool would automatically be eligible for Title I services. It also mandates transition services in every Title I school, schoolwide or targeted assistance. It is a very strong provision.

The House in addition added a discretionary grant program, the Innovative Elementary School Transition Projects. This would be a discretionary program for districts to compete, to do virtually the same thing that is already required in the basic grant program, and it looks to be a redundant provision.

Recommendation 6 had to do with limited English-proficient, or LEP children. Both the administration and the House took care of that problem in current law and would make limited English-proficient children eligible for any service on the same basis as nonlimited-English-proficient provisions.

Recommendation 7 has to do with this issue of targeting funds. The House bill goes a little bit in that direction. The "little bit" part is that it adopted the administration's proposal to serve all schools over 75 percent off the top before any other schools in the district are served. That will help. There are a number of schools around the country that have those high levels of poverty that get not a dime of Federal money, and there are others that are above 75 percent that get a little bit—a very little bit.

So that is the good news in the House treatment of targeting high-poverty schools. But it is business as usual with the rest of the provisions. The House formula continues spreading money to virtually every district in the country, to high numbers of schools. In my written testimony is an example from the State of Connecticut. I used that because one of our panel members was the Connecticut Chapter 1 director. In that State, 14 percent is the statewide level of poverty—14 percent—based on free lunch, not free and reduced, just free lunch. Of the schools under 14 percent poor, 60 percent of them get money.

Now, I understand that people do not like to give up their program, but you could do a phased withdrawal over time to get some of these schools and districts and that very, very low poverty out of this program.

Now, connected to this issue of targeting, if you are going to have an effect on targeting, you ought to be targeting on a relatively equal base. And the problem really is a statewide problem of inequitable resources. So this fiction that the Federal Government is supplementing State and local resources is just that, a fiction.

In fact, what you are doing is you are subsidizing the inequities within States.

Recommendation 8 had to do with providing incentives for good teachers to serve in the highest poverty schools—a persistent problem because of the way schools and districts allocate teachers among schools. This recommendation has received no support so far. I urge you to give it some serious consideration, particularly in view of the fact that the House was unwilling to accept the administration's proposal to measure this comparability within district on the basis of average teachers' salaries. And it got watered down because of pressure from the teachers' unions to get away from the average salary, to use the base salary. And I give an example in my written testimony, from Harlem, versus the rest of New York City. And I used Harlem because Wynola Glenn, from the school district in Harlem, was a member of the panel.

Recommendation 9 has to do with professional development, particularly for all staff as well as Chapter 1 paid staff. The House bill is not terribly great on that, but it is some improvement over the current situation.

Recommendation 10 has to do with involving parents. We think the House bill is quite good on all of that.

Recommendation 11, paying for coordination of services. The House bill is awfully weak here. It stripped from the administration's bill a very good proposal for coordinating and providing health services. The Independent Review Panel had a very modest suggestion, which is allowing Chapter 1 money to pay for one person maybe just to see to it that Johnny got the eyeglasses and that the screening took place. I mean, I have met principals who took the first 2 weeks of school to drive around all over town, to see that the kids got those kinds of services. Why not use Chapter 1 to see to that?

The final two recommendations have to do with the private schools and the Chapter 1 Migrant Program, because that was part of our charge.

I will stop there. Thank you.

[The prepared statement of Ms. McClure may be found in the appendix.]

The CHAIRMAN. You made a lot of very interesting comments, but the one about the eyeglasses is a classic case. I have a little daughter, Caroline, who needs glasses, and you have got to make sure they are in that child's bag when they walk out in the morning; they can lose them, or they are sometimes reluctant to wear them because the other children do not wear them, or they are not getting tested—the cost of getting tested is significant, not to mention the cost of those glasses.

Take the number of children in those first, second, and third grades who cannot see very well and are reluctant to wear glasses, because of the peer pressure. There are so many factors that impact these questions, and poor parents are not going to have adequate resources to ensure that there kids can see properly.

Again, as we are getting into the suggestions and reviewing the last panel's recommendations, the school-based approach has been widely discussed. We appreciate the help and assistance that all of you can give us in terms of the evaluations about whether the schools themselves as well as the children are really making progress, which is something we can probably deal more effectively with, clearly, in this legislation. And again, the waiver of a lot of these regulations is something we have really been working on. We did it in Goals 2000. If they are going to get the funding and the help and assistance, they have to waive the State and local regulations to have even greater flexibility. We can do something at our level, but in many instances, we see that there is hindrance at the state and local levels.

Greater involvement in the school among parents, in terms of the management of these programs as well, rather than following very narrow, preconceived directions, is something that we are hopeful will take place both in the Goals 2000 and with this as well.

I reviewed some of the testimony of the last panel, and it addresses one of the questions that I have. In Revere, MA, we have a really first-rate school. It used to be a soley Italian neighborhood, and now it is multicultural. I went into a classroom last year, and there were seven different languages spoken in there—we have

Russians, we have Cambodians, Laotians, Armenians, Spanish, and one or two other languages.

So in developing a schoolwide program, I suppose your answer to us—or, is it your answer—is that we are not just talking about one or two different kinds of challenges, but about many different kinds of challenges. And I guess what all of you are saying is that you still have to do it in a more holistic way, in terms of trying to identify, with even limited resources, approaches that are going to be educationally enriching.

Ms. McClure, is that what you are saying?

Ms. McCLURE. The focus on whole schools has come about from the recognition that many of the schools—not all, but many of the schools—in which Title I operates are themselves very poor in their teacher resources, in their curricula. And particularly in these high-poverty schools, it is not just that there is a high concentration of poor children, but a high concentration of low achievers. So when you get up to these very high percentages—and there is this debate about where it should be, all the way from zero to 75 percent—in schools with high concentrations of poverty, you are dealing with a school in which most of the kids are low-achieving. It does not make any sense to operate a pull-out program.

It does make sense that the Federal money ought to be used to improve everything about that school, give a lot of assistance to teachers, provide a lot of related services, including health and social services. That is the idea and the philosophy. And there are places around the country that are succeeding with that—and particularly in view of a multicultural situation which you suggest you have seen.

The CHAIRMAN. The interesting point is that at Revere, there is a waiting line of hundreds to go to that school. They have enormously complex and different ways of doing it, incorporating a lot of the kinds of things that you have suggested here. When you come to Massachusetts, it is well worth looking at it there are lot of good schools in Boston, and a lot of them that need help, too.

I recognize Senator Kassebaum.

Senator KASSEBAUM. Thank you, Mr. Chairman.

All of you had very interesting comments, and maybe I am trying to make it too simple, but I think I understood all three of you to be saying that it is better to do the whole school approach, is that not correct—I think, Dr. Rotberg, you did, too.

Ms. ROTBERG. Yes. I think certainly, what we would hope for is that we can improve schools as a whole so that all the children in the school could benefit, and they could benefit whether they are low-achieving or high-achieving.

At the moment, the Chapter 1 program focuses on the lowest-achieving children, rich and poor alike, in the country, and what I have talked about is focusing the funds so that schools in poor areas could be improved more generally to serve all of their children.

But I think there are some caveats here. First, we have to be very careful that we have the resources to do it; otherwise, there is some risk that the children now receiving services will lose them, while the school as a whole will not be improved simply because there are not enough resources there.

The second caveat is that we should not assume that all programs that give special attention to individual children within the school are by their nature inadequate programs. Just as schools can be run well or badly, so can individual programs for individual children be run well or badly. And I think Senator Kennedy's example of the school that represents many different language groups is also a school where clearly, children are going to need individual attention apart from the regular classroom. And there are examples where that is done very well in many different cases. In Chapter 1, there are reading recovery programs, there are Bob Slavin's tutoring programs, there are programs for higher order cognitive skills where teachers work with small groups of children. These are all done well. So we should not assume that all special programs are by their nature inadequate.

Third, I would like just to emphasize that if we do go to schoolwide improvement, we have to be very careful that the resources going to those schools are in fact additional to what is otherwise being spent. I think it is a very good idea to waive a lot of regulations, particularly those that are prescriptive about testing and about programs. They do not work, they are ineffective, and they have negative consequences.

But there are a few regulations in Chapter 1—and I would emphasize particularly maintenance of effort and comparability—that go to the school level that are essential, because we have so many districts where some schools, as I mentioned in my testimony, receive twice as much resources as others. If we do not have that regulation in place, the Chapter 1 money going to the school will not be additional, and those children in the poor schools will continue to receive less than their peers in other schools.

And Chapter 1 up until this time has been more effective than almost any other program in maintaining the supplemental nature of those resources. Martin Feldstein of the Council of Economic Advisers years ago did a study for us on that and found that the regulations I mentioned do help enormously.

Senator **KASSEBAUM**. Well, not to dwell too much on the testing and assessment aspect of it all, but I am one who believes that we tend to rely too much on testing as a judgmental aspect of what slot one fits in, particularly in elementary school. As we are trying to make some decisions, on accountability, I think we rely too much on tests. You spoke to different levels of ensuring accountability other than just the Chapter 1 tests. Is that not correct?

Ms. **ROTBERG**. Yes. In the past few years, we have talked a lot about accountability and standards. It is hard to oppose them in theory. They have a ring of motherhood and apple pie.

Senator **KASSEBAUM**. That is true, but putting them into practice is another thing.

Ms. **ROTBERG**. Putting them into practice—there is no magic bullet here. Chapter 1 has for the last several years had something that I am sure you are familiar with called "program improvement." That means that a school that is scoring badly will be watched for a few years to see whether it needs further help. What has happened is that more than half the schools who were put in a program improvement category for being low-scoring, the next year, without making any change at all, were out of that category.

What that means is the test scores fluctuate so much for reasons often having little to do with the quality of education and more to do with the extent to which teachers teach to the test, the students that are taking them are not taking them in that particular year, the alignment between the test and the curriculum, that it is very difficult. In my view, we simply do not have the methodology to hold schools strictly accountable based on tests. The tests are not good enough.

Now, we talk about developing better tests. Perhaps. We do not have them yet. And the better tests that people talk about, the essay exams, the portfolio exams, are really better served for diagnostic purposes to help an individual school improve their education than they are for comparative purposes.

So there are many problems, but I think whether or not those of us who are skeptical about the movement toward testing are right, or whether we are wrong, this is still peripheral to the basic problems of education. The tests will not do a lot of good, they will not do a lot of harm, although they might, if done badly, hurt the children in the schools with the lowest resources simply because they may set up further barriers to children who are in inadequate schools.

But in my view, the testing issue is rather peripheral to the real issue, and that is the need for more resources in the poorest schools.

Senator KASSEBAUM. Yes. I have always wished we could develop tests that were not used necessarily to quantify whether one was really accomplishing what he should or not, and be more of a support to the childrem taking the test in ways to sort of challenge them.

But as you say, it is not easy devising these tests, and it becomes an easier way to sort and provide some sort of accountability that we can measure. I was interested in your other suggestions on accountability.

Dr. Feuer?

Mr. FEUER. I just want to add to that that in fact, I am a little more optimistic about the kind of new testing that is being developed and the new assessments that are being developed. If one looks at the experience in Vermont, for example, they have actually come quite a ways in devising forms of assessment that do provide the classroom guidance and the instructional improvements that I think most people would find quite desirable.

The problem is that there seems to be a tradeoff between assessments that can provide that kind of rich, contextualized information about student development on the one hand and using them for the kinds of high stakes accountability and comparability purposes that we seem to lurch toward somewhat too rapidly. That is really one of the biggest dilemmas in testing policy, that we want to have a system in which teachers get really good feedback about their kids, and kids get good feedback about themselves, and parents get meaningful feedback.

Using that kind of information to draw comparisons, especially if we continue to value fairness in the way we do our comparisons, which I think we do, that raises some very, very sticky problems, and it just means that we have to be careful about assigning tests to their most appropriate uses. That was the main point I wanted to make earlier.

If one considers Senator Kennedy's example of a school with multiple cultures, and if one adds over that the fact that some of the kids do not even have the eyeglasses, you get a sense of how difficult it is to devise an assessment technology that can accommodate multiple cultures of learning and styles of learning, multiple linguistic advantages and disadvantages, and then physical problems such as eyesight.

Used in the confines of a classroom, a teacher could reach some very interesting judgments and make some corrections based on how individual children's needs are expressing themselves. But to use that kind of information in the kind of way, for example, that it sounded like Mr. Hoyer was suggesting, withdrawing funds from schools that are not showing real significant gains, that poses a real problem to the developers of these technologies of assessment, who are frankly not to sanguine about how good the statistics would be that come out of that.

Senator KASSEBAUM. My time is up, but I would just like to add, Ms. McClure, that I really valued your comment on the poor and teacher resources. I certainly subscribe to wishing we could find some way to really add additional incentives, and that really is salary, to attract good teachers into underserved areas. We have tried to offer incentives through student loans and so forth, and some things have worked and some have not. But I think personally, that is a crucial element.

Ms. MCCLURE. There are two suggestions about how to do that in the panel's statement, and if you like, I will work with your staff and see if something could not be developed.

Senator KASSEBAUM. Thank you very much. It was very valuable testimony.

Senator PELL [presiding]. Thank you very much indeed. I will not ask any questions because I have to move on to another engagement. But thank you for your testimony, and I look forward to reading it again.

Next, we will hear from Gary Hocevar, principal of the Van Buren Middle School in Albuquerque, and Dr. Edwin Jackson, principal of the Williams Magnet School in Little Rock, AK.

I must request each of you to limit yourself to 5 minutes.

Mr. Hocevar, if you would lead off.

STATEMENTS OF GARY HOCEVAR, PRINCIPAL, VAN BUREN MIDDLE SCHOOL, ALBUQUERQUE, NM; AND EDWIN S. JACKSON, PRINCIPAL, WILLIAMS MAGNET SCHOOL, LITTLE ROCK, AK

Mr. HOCEVAR. Mr. Chairman, Senator, not long ago, Secretary of Education Richard Riley sat where I now sit and challenged you, as architects of education policy and gatekeepers of vital resources, to act with boldness.

Today, let me add my voice to his, Mr. Chairman. Nothing less than a bold change in the structure of Federal initiatives in American cities will take us to where we must go to educate our young to inherit and protect our Nation's future.

Today, let me focus on how we can fulfill our roles as leaders—you as legislators, I as a former State legislator and now principal of Van Buren Middle School, a blue ribbon award-winning school in the city of Albuquerque. To be bold enough to confront the problems we now face, Mr. Chairman, we need to risk walking down new pathways. We need to be willing to break out of longstanding bureaucratic boxes that stifle the kind of collaborative approaches that educators now recognize hold a key to unlocking a child's eagerness to learn.

Each of us can be an instrument for positive change. I am responding to this invitation to speak before you as a practitioner in the trenches, so what you are going to hear from me today is everyday activity.

We are involved in a schoolwide educational reform effort. It is a school district, Senator Pell, that is larger geographically than your home State of Rhode Island. It serves more than 93,000 diverse students. I want to transport you to Van Buren right now—and I think you would all like to get out of this snowy weather, anyway.

Senator PELL. Amen.

Mr. HOCEVAR. We have sunshine and blue skies there this morning—I know; I called. The problem is we have gang violence, warfare, and decaying schools also, blurring out that sunshine.

Through risk-taking, flexibility with accountability, and collaboration, we at Van Buren are attempting to literally revolutionize the way we conduct our business. In 1989, the superintendent called me from Santa Fe back home and said, "I need to send you to the toughest middle school we have." It really sent shivers down my back, because I did not know what to expect.

It is a bit past 8 o'clock now in Albuquerque, 5 years ago. There are 943 children arriving at Van Buren from neighborhoods as economically and ethnically diverse as Anacostia and Georgetown. More than half of our students come from ethnic minority groups—37 percent Hispanic, 10 percent black, 10 percent Native American, 6 percent Pacific Asian—and among them, in their families, they speak more than 10 different languages, from Farsi to German to Spanish to Vietnamese.

Van Buren is situated in the city's poorest economic region. Smack in the middle of Bernalillo County, it has the highest reported cases of child abuse and crime. And these kids are living and breathing it every day.

One-third of all of our families report an annual income of less than $10,000, and their children along with others comprise 54.6 percent of the children's population that is eligible for Title I assistance.

Five years ago on that first day, I walked in, and no one knew who I was, Mr. Chairman, Senator. I walked into my office, and not more than 2 minutes there, a call came over the loudspeaker. The secretary did not even know who I was. The voice on the loudspeaker said, "Get someone down from the office right away. We need help." I asked for directions, went dashing out the breezeway area, and found a crowd of over 100 people gathered around, teachers and students—and up against the wall was a tall youth, and next to him was another young man, with a 6-inch dagger at his jugular.

We were able to bring that boy into the office and sit him down. The police arrived, and before we had him taken away, I asked him, "Why did you do this?" The anger spilled out. He said the other boy was teasing him the day before because he could not read.

Families were not engaged at that school when I arrived there. They were not engaged in learning, and they were not engaged in processes. For too many of our kids, gangs and the lure of the streets' commerce filled their understandable need to belong, particularly when they felt abandoned and disconnected from the people and institutions that they were supposed to trust—people and institutions which were meant to guide them through this perilous passage to adulthood.

Our dropout rate—and this is a middle school, Mr. Chairman—was 13 times higher than any other middle school in the State. One quarter of the school did not attend regularly.

Well, business as usual was totally unthinkable, and I now see why the superintendent sent me there. He wanted to see a risk taken like never was taken before. It would doom our children to a future in which they lacked the tools needed to progress if we did not take the risks that were necessary to take, and we had to take bold action.

How did we do it, you are asking. First, we had to look at how we ran our own school, to look in our own back yard, not look elsewhere, and realize that we had failed. Do you know what it is like to stand up in front of 106 staff members, Mr. Chairman, and tell them they have failed—they have failed because these kids do not feel good about themselves, they have failed because we have ignored the fact that we need to learn how to relate to each other as people first.

I was no longer in control of a situation that I could solve alone, so I knew I had to change my role and become a leader/coach. In the process of doing that, I had to engage families; I had to involve families, the business community, the doctors, the lawyers in the community, anyone I could, to be involved in the process of change for that school, Mr. Chairman.

A management council now directs the school; I am not the boss, and rightly so. Those who sit on the council represent the interests of the community, parents, staff, the whole gamut of the community.

Curriculum is now designed as thematic and relevant core units by teams of parents, staff, students, and community leaders, and it is taught by teams of teachers who work with each other and with the same group of students all day. No longer do students wander anonymously from class to class.

It is now 11:30, 5 years later, at Van Buren, and it is time to be flexible and accountable. It is time to spend the funds we now receive in a more efficient and effective way. And if this is an area of concern to you, Mr. Chairman, it talks specifically about Chapter 1. I had parents angry and upset coming to me, trying to find out why their kids could not read, why they could not be served.

The bottom line was that we had to force them to become involved in the process. They became involved, and in the process, our test scores in 9 months went up 7.4 NCEs, a dramatic increase, because of their involvement.

Since I am short for time, you cannot condense 5 years of change into 10 minutes, and I realize your time constraints, but let me carry with you the four points that we believe at the school level need to direct your policy, Mr. Chairman.

One, policy must allow for risk-taking in organizational structure and curricular design and implementation at the school site.

Two, it is essential that you find ways to provide us the flexibility to use Title I and other ESEA funds in noncategorical ways. As an educator, I can tell you that by allowing us to commingle education and human services funds that are, after all, aimed at the same child, we can give you the kind of efficient and effective services that taxpayers demand and deserve.

Three, you need to demand accountability, and accountability, Senator, not just for the results but for the process. And we have been able to accomplish how to go about being accountable for the process.

And number four, as a Nation, we need to address staff development. We need to target resources controlled at the school site and designed at the school site to retrain our teachers to do the job that they need to do to effect that change.

Finally, before I left the other day, I got on our closed-circuit TV, Mr. Chairman. I told the kids I was coming, and I asked them what they wanted to share with me. They gave me hundreds of different responses after school, at 3 o'clock at the end of the school day. But do you know what they really wanted to share? They wanted to share with you, Mr. Chairman, Senator Kassebaum, that the urgency of change is absolute, because our future and theirs is right now, and whatever you do now from Washington will determine that mosaic for the 21st century.

Thank you.

Senator PELL. Thank you.

[The prepared statement of Mr. Hocevar may be found in the appendix.]

Senator PELL. Dr. Ed Jackson?

Mr. JACKSON. Good morning, Mr. Chairman, and committee members.

I wish to thank the committee for the invitation to give testimony in behalf of the youth of our Nation. My testimony was prepared based not on scientific studies, but on 35 years of teaching and administering to youngsters in one of our Nation's elementary schools—and this testimony is void of any influence or coaching.

I am a practitioner, I am not a theorist—a true novice at giving testimony at any level, and currently experiencing a very high degree of anxiety, but extremely pleased and honored to be sharing my experiences with such a prestigious Senate committee.

My name is Ed Jackson, principal of Williams Magnet School in Little Rock. As part of my responsibility today I was asked to go over my magnet school and talk about standards as well as Chapter 1 and how they relate.

My magnet school is racially balanced, with a student body that has scored on average at the 80th-plus percentile on nationally-normed standardized tests over the past 7 years, and with our first grade students dressed in required school uniforms, and with parents required to come to PTA meetings, scoring at the 90th-plus percentile on these same standardized scores.

We also have had at times over 1,000 students on our waiting list, wanting to get into the school.

The strength of our school is embedded in the highly-qualified, stable staff and supportive parents who promote and students who practice old-fashioned, traditional values of hard work, task commitment, respect for adults, others and self, responsibility, appropriate behavior, and a thirst for knowledge in the basic skills.

Students realize and understand how these essential ingredients relate to their academic successes. I support giving a choice of schools and educational themes to parents, their most prized possessions.

Void of this opportunity for this choice, numerous parents will and do purchase a choice in the private school sector. The choice among and between schools also promotes competition in the public school sector, resulting in increased performance of staff and greater productivity of students.

As this committee and our Nation study and develop educational plans for the next millennium, I respectfully request that you consider the following issues. One, a strong basic skills program. Two, of paramount concern to me is the massive group of children who are and will be missing the American dream, due to being unable to read and master math at an acceptable level for success. These students are eligible for Chapter 1 programs in our Nation's schools.

Aside from the important, humane issue of success, fulfillment, and happiness for this massive group of humanity, they are a tremendous and devastating burden on our economy at all levels of Government. We must raise the educational level of these students to a point where they can become self-supporting, tax-paying, productive members of society for themselves, along with generation and generation of their offspring. If not, this segment of our society will become so massive that their support through public assistance and entitlement programs will simply consume virtually all the productive resources and outputs of productive segments of society. This is both a humane and economic problem which must be addressed immediately, or it will be economically devastating, contributing significantly to our soaring health costs and massive national debt.

My time is about up. I would like to give my support not only for national goals, but for international goals. As graduates are cast out into the global society, we must have goals, we must have curricula, we must have assessments, to see that these boys and girls are ready in this global society to live and to survive.

Thank you very much.

[The prepared statement of Mr. Jackson may be found in the appendix.]

Senator **Pell**. Thank you very much indeed, Dr. Jackson and Mr. Hocevar, for your testimony. I would add that if you have any written text, it will be included in the record in full.

I apologize for not being able to stay with you for a while, but I have a commitment that I have to fulfill.

I would turn now to the Senator from Kansas.

Senator **Kassebaum**. I just want to thank both of you for coming and for your impressive testimony. What matters is both of you, who are right there, as you said, Mr. Hocevar, in the trenches and deal with students every day. It is not an easy task, and is has been very impressive to hear what you are doing.

Thank you.

Senator **Pell**. Thank you both very much indeed.

I would like to include in the hearing record two statements, one by Nancy Kober, who is unable to testify, and the other by Mr. Richard Nero, chairman of the National Coalition of Title I/Chapter 1 Parents.

[The prepared statements of Ms. Kober and Mr. Nero may be found in the appendix.]

[The appendix follows.]

APPENDIX

PREPARED STATEMENT OF DAVID HORNBECK

Mr. Chairman and Members of the Committee, my name is David Hornbeck. For the past three years I have had the privilege of chairing an independent, 28 member Commission studying the federal Chapter 1 program. I appreciate the opportunity to share with you a summary of the Commission's conclusions and recommendations. Copies of our full report have been submitted to the Committee.

As all of you know, Chapter 1 is the largest federal program at the elementary and secondary level. This program has enjoyed well-deserved support from educators, child advocates and political leaders for more than 25 years. After all, Chapter 1 made possible the employment of thousands of dedicated professionals and paraprofessionals whose job it was to help poor children to master basic skills; the program also led schools to involve low-income parents in the education of their children as never before.

The results of this effort are clear in the many young people from impoverished families who made it successfully through school and into the workplace because of the extra help they got. The results are also clear in achievement patterns over the past 15 years. Due in significant measure to the extra attention they received, poor and minority children have improved their performance on achievement tests.

However, nearly all of the gains among poor and minority children occurred at very low skill levels. Even today, few such students master more advanced skills. The most recent available data suggest that, by the time they reach 12th grade, minority and poor children are about 3-4 years behind other students.

Three years ago, as a result of these data and the conviction that such results can be changed, we asked a group with broad and deep experience—educators, child advocates, business leaders, and researchers—to see whether we couldn't find a way to make the Chapter 1 program a more effective tool in closing the achievement gap. We knew that the nation could not afford to continue squandering precious human resources; we need all of our young people to be fully productive. And we also knew that, in order to be fully productive, these young people need more than basic skills. They need to be able to think, to analyze, to communicate and to use their minds well. But our experience told us that, despite Congress' efforts to improve the program in 1988, it simply wasn't working. Times had changed, but Chapter 1 had not changed with them.

We found a number of specific problems with Chapter 1.

- First, the program's emphasis on tying dollars to individual students is pushing schools to use practices—like pull-out programs and extensive use of teacher aides—that are not educationally sound.
- Second, the mandated use of low-level, fill-in-the-bubble tests is dragging instruction down to very low levels.
- Third, funds are distributed too thinly to make sufficient difference in schools with heavy concentrations of poor children.
- Fourth, the incentive system is perverse: schools that make progress lose dollars, while those that get worse gain.

More important, though, is a problem inherent in the very categorical nature of the program itself and the premises on which Chapter 1 operates. The architects of Chapter 1 believed that, if students just got a little extra help with the basics, we could "compensate" for their poverty and they would catch up with their peers.

But our experience has proved that this theory is at least inadequate. While this approach might have worked okay when the goal was limited to very basic skills, it doesn't work at all with more complex skills. When the goals are higher, no matter how wonderful the special program—how dedicated the staff or how well-designed the materials—one cannot compensate in 25-30 minutes a day for the effects of watered down instruction the rest of the school day, week and year. Like an addition to a house on a crumbling foundation, such add-ons can never achieve their purpose. If we want all of our youngsters to master high level knowledge and skills, we must build good schools—not simply good programs.

So the real question for our Commission was: How do you take a program that has financed add-on services and turn it into an engine for improving whole schools that serve concentrations of poor children in order to increase their achievement? Our answer was that the program had to be overhauled from top to bottom.

We have proposed an eight part Framework for a new Chapter 1 program:

- First, states would be asked to set clear, high standards for what all students should know and be able to do. These would be the same for all students: poor and rich, minority and white.

- Second, eliminate the requirement for low-level norm-referenced tests. Instead, provide states with resources to aid in their efforts to develop new assessments to measure whether students meet the standards.
- Third, instead of continuing to give parents useless information about what percentile or stanine their children are in, tell them how their students are progressing toward the standards, what the school is doing, and what they can do to help.
- Fourth, invest generously—at least 20% of the total Chapter 1 resources—in deepening the knowledge and skills of the professionals and paraprofessionals in schools with concentrations of poor children. These schools and the adults within them need help.
- Fifth, funding should be concentrated more heavily in schools with concentrations of poor children. Also, these dollars should be used to encourage states to reduce the substantial disparities within their borders in the educational resources invested in different communities.
- Sixth, current requirements that force schools to tie dollars to individual students should be eliminated; so, too, should reverse incentives in the current law. Dollars should flow simply according to the enrollment of poor children.
- Seventh, schools should continue to be encouraged to use dollars to coordinate health and social service delivery to students.
- Eighth, schools should be held accountable for results. Those that make progress in getting larger numbers of students to state standards should be rewarded. Those that do not make progress should receive help, and consequences should be more severe over time.

In the end, what we have proposed is a wholly new framework for the education of disadvantaged children. It has eight parts, all carefully linked together and described in far more detail in our report.

Some have suggested that the Commission has been too bold—that the changes we propose are too big. Indeed, that is probably the reason why—while they adopt many of the Commission's recommendations—both the Administration and the House stopped short of adopting the whole framework. We are particularly concerned about the following problems in HR 6:

- First, HR 6 does not provide sufficient concentration of Chapter 1 dollars in schools and districts with high concentrations of poverty; though the Administration proposed a bold concentration scheme, the House chose to provide increases for virtually all districts instead.
- Second, HR 6 extends the option for school-wide use of Chapter 1 dollars only to schools with 60% or more of their children in poverty. This means that most Chapter 1 schools will continue to be barred from using their dollars in the only way likely to significantly improve student achievement: improving the whole school.
- Third, HR 6 does not invest nearly enough in improving knowledge and skills among teachers and principals. If educators in schools serving poor children are to be successful in getting their students to high levels of achievement, they will need considerable help. A Chapter 1 set-aside for professional development is the best way to assure that the neediest schools get the help that they so desperately need.
- Finally, HR 6 does not go far enough in using federal leadership—and federal leverage—to induce states more nearly to equalize the educational opportunities of students in poor and rich communities.

Taken together, these problems undermine the intent of the legislation and result in what is, at best, a mixed set of signals to state and local educators. In our experience, the educational system responds best to clear, unambiguous signals—not to half-steps here and half-steps there. We urge that signal from Congress to school boards, teachers and administrators across the land be clear and unambiguous. The following is the message that should be sent by Congress to educators throughout the nation:

> You hold in your hands the keys to the future for poor and minority children. If you have high expectations for their achievement, establish clear standards for student work, employ instructional practices with demonstrated effectiveness, and enlist parents and others in reducing barriers to learning, your students absolutely will achieve at much higher levels.
>
> You make the decisions on how to get students to high standards and how to spend your Chapter 1 money. Rather than second guessing your decisions, we will invest heavily in assuring that your knowledge and skills are at their

peak and that you have adequate resources at your disposal, and then hold you accountable for results.

Mr. Chairman, these are our recommendations. The Commission will be sponsoring several briefings over the coming weeks to discuss these recommendations in more detail with members of the Committee and their staff. However, I will be happy to answer any questions that you have now.

PREPARED STATEMENT OF MICHAEL J. FEUER

Good morning, Mr. Chairman, and distinguished members of the Committee and Subcommittee. My name is Michael Feuer, and I am the staff director of the Board on Testing and Assessment of the National Research Council, which is the operating arm of the National Academy of Sciences. Prior to joining the NRC in January 1993, I held the position of Senior Analyst and Project Director at the Office of Technology Assessment (OTA), where I directed a comprehensive study of testing in American schools that was released in March 1992.[1]

I am pleased to have this opportunity to testify on issues relating to testing, evaluation, and accountability under Title I (Chapter 1) of the Elementary and Secondary Education Act (ESEA). I want to make clear that my remarks this morning do not necessarily reflect the opinions or positions of the Board on Testing and Assessment, the National Research Council, or the National Academy of Sciences. I have prepared a brief summary of my testimony, and ask that the full text be entered in the record.

The reauthorization of ESEA, coupled with the Goals 2000: Educate America Act, are watershed events in American educational history. If these bills are passed, we will for the first time attempt to implement a national system of educational goals; there will be standards to guide the content of learning, the performance of all students, and the opportunities to learn afforded to them; and a linchpin of this dramatic new program will be a system of nationally certified, voluntary, state and local examinations aligned to the standards.

To borrow from the vocabulary of today's youth, it is an awesome undertaking, and those who complain that our school system is slow to innovate would do well to contemplate the enormity of the enterprise: adjusting the mirrors on the Hubbel telescope was complicated, but articulating educational goals and standards of academic achievement for 40 million children in 16,000 separate school districts accustomed to a 200-year-old tradition of local control is not exactly "tweaking the system" either. Today I will focus on testing and assessment, pivotal elements in the new Title I.

BACKGROUND

The current status of Chapter 1 testing, which has been chronicled in a number of reports[2] is the result of a gradual accumulation of good intentions run amok. When in 1965 Senator Robert F. Kennedy amended the original ESEA legislation to include a program evaluation requirement, he was carrying on a tradition of public accountability in education that had always made the American school system unique. Now that the Federal government was entering the domain of elementary and secondary public schooling, lawmakers sought to assure parents and other taxpayers that their money would not disappear into the interstices of local school budgets, and that the stewards of this new federal experiment in assisting poor children would be held accountable for their spending. Indeed, the ESEA embodied three of our noblest aspirations as a democracy: to level the playing field in a socially and economically diverse society, to hold our public officials accountable for results, and to maintain strong local and state governance of public schooling.

Over time, the evaluation and accountability requirements under Chapter 1 have fluctuated. At first more prescriptive (in the late 1960s and 70s), the requirements were substantially relaxed in the early 1980s and then re-tightened later in the decade in the wake of confusion at the state and local levels over the federal governments expectations. The most consequential set of amendments were passed in the 1988 reauthorization: under the so-called "program improvement" provisions, Chapter 1 schools would have to modify their programs if they could not demonstrate achievement gains among participating children. These provisions led to substantial increases in the frequency and significance of standardized testing of Chapter 1 students; and through a spillover effect of sorts, Chapter 1 testing has contributed significantly to American students being perhaps the most tested of any in the world.

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[1] U.S. Congress, Office of Technology Assessment, Testing in American Schools: Asking the Right Questions (Washington, DC: U.S. Government Printing Office, February 1992).

[2] See, e.g., OTA (ibid.); "Making Schools Work for Children in Poverty," The Commission on Chapter 1, December 10, 1992; "Reinforcing the Promise, Reforming the Paradigm," Report of the Advisory Committee on Testing in Chapter 1 (Washington, DC: U.S. Department of Education, May 1993); and I. Rotberg and J. Harvey, Federal Policy Options for Improving the Education of Low-Income Students (Santa Monica: Rand Institute on Education and Training, 1993).

TESTING IN CHAPTER 1

Testing has become so prominently associated with Chapter 1 that it is difficult to disentangle Chapter 1 tests from those administered by state or local education agencies for various diagnostic, monitoring, and credentialing purposes. The primary uses to which Chapter 1 test data have been put include:

- establishing "cut scores" and identifying children eligible to receive Chapter 1 services;
- determining base levels of achievement of Chapter 1 students, against which to gauge progress;
- allocating funds to schools;
- deciding which schools must be put in a "program improvement" status; and
- assessing the program needs of individual students that have participated in the program more than two years.

Undesirable effects. An important goal of the 1988 amendments was to place greater emphasis on student achievement in higher order analytical, reasoning, and problem-solving skills. Policymakers hoped that requiring the measurement of higher-order cognitive processes would create incentives for higher-order teaching and learning. Most research evidence to date, however, strongly suggests that increased testing, and in particular the ratcheting-up of consequences pegged to test performance, have had the opposite effect. Many teachers complain that pressure to demonstrate test score gains leads to a narrowing of the curriculum, increased drill on relatively low-level skills, memorization of fragmented bits of information, and emphasis on test-taking skills at the expense of genuine learning of skills that the tests are supposed to measure.

Other concerns about the quality and utility of the test data have also been voiced: Chapter 1 testing provides information of rather limited value to classroom teachers; many parents find it difficult to interpret (and act upon) test statistics; and the aggregation of scores from individuals to school systems to states and ultimately to the national level does not seem to provide federal policymakers with information they need to gauge progress and—most important—improve the system. Although standardized norm-referenced testing can provide useful information, it has tended to crowd out other important measures of student learning. Specifically, the norm-referenced data has provided evidence on overall achievement trends: between 1989 and 1990, for example, Chapter 1 students made notable gains in their reading scores. Nonetheless, it is not entirely clear that this kind of information warrants the testing of millions of students annually. Although the norm-referenced tests are inexpensive to administer, in terms of direct costs per pupil, there may be hidden costs associated with classroom time diverted to test preparation, shifts in curricular focus, and reinforcement of rote learning.[3]

Alternative assessment. These concerns have coincided with a more generic interest in assessment tools that reflect changing views of cognition and learning, and that are more relevant than traditional norm-referenced tests to new curricular and instructional goals. "Performance-based assessment," portfolio methods, and other technologies of testing are already being developed and piloted in many states, in response to calls from educators for measurement tools that more closely match educational goals. Preliminary data from schools and school systems that have begun to embrace these methods suggest that they can be powerful catalysts of improved classroom instruction and learning. Nevertheless, the new assessment technologies are still at a rudimentary stage of development and their many possible effects—good and bad—are not yet fully understood.[4]

AN OPPORTUNITY FOR REFORM

Disaffection with our over-reliance on norm-referenced tests, coupled with the appeal of new methods of testing, have created a unique historical opportunity for the reinvention of testing and accountability policies generally and for Title I specifically. Capitalizing on this opportunity has clearly been high on the agenda of federal lawmakers. The current House version of Title I, for example, which was developed with input from the Administration, replaces annual norm-referenced testing of all students with a two-pronged system: state assessments linked closely to state and local program goals, and a federally-administered evaluation to provide national information on program effectiveness. The state assessments are to be linked to state content and performance standards, and are to be administered in selected grades; a revised "program improvement" process would use results of these state assessments in a system of relatively strict rewards and sanctions.

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[3] For discussion of cost issues, see, e.g., OTA (op.cit), pp. 27-29.

[4] For a detailed evaluation of one state's efforts, see D. Koretz, B. Stecher, S. Klein, and D. McCaffrey, The Vermont Portfolio Assessment Program: Findings and Implications (Washington, DC: RAND Institute on Education and Training, February 1994).

The House bill (H.R. 6). The myriad testing and accountability provisions in the House-passed version of Title I (and in other sections of H.R. 6) need not be enumerated here. The principal tenets of the bill with respect to testing and assessment are:

- strengthening the states' responsibilities for planning, standards-setting, and testing, by requiring states to develop or adopt state assessments in core subjects, aligned with state content and performance standards;
- requiring states to administer assessments at some point during grades 3-5, 6-9, and 10-12, to all students, and to provide scores for individual students;
- using state assessments as the primary basis for program improvement decisions;
- revising eligibility criteria to include multiple educationally-related data;
- abandoning the method of national aggregation of local data for the purpose of national accountability, and developing a new national "assessment" to examine the progress of schools, districts, and states; and
- ensuring appropriate assessment of young children (including a prohibition on testing of children in grades pre-K through 1, and limited performance-based testing in grade 2).

Taken together, these changes demand greater efforts from teachers, schools, districts and states, and impose more stringent consequences based on the results of state assessments. In return, the House bill affords states and localities greater flexibility in their use of Title I funds.

Questions for consideration. It is clear that the intention of the new Title I is to correct some of the flaws in the testing and assessment regulations that have accumulated over the past 30 years. Nevertheless, it is just as clear that testing continues to be viewed as a powerful engine driving the Title I system. Because of the central role testing will continue to play in the new Title I, it will be incumbent on policymakers to address a number of technical questions surrounding the various uses of testing envisioned for Title I. Some of the key questions that have already surfaced include:[5]

- Can the same assessment system be used to determine eligibility of individual students, track individual student progress, and provide school or system accountability data?
- Can the new high-stakes accountability system avoid the traps of teaching-to-the-test and other behaviors that are known to distort the validity of test results?
- What can be done to ensure that new assessments improve upon those currently used for Chapter 1?
- How will the assessment needs of special groups—young children, students with limited English proficiency, children with disabilities—be accomodated?

Raising these and other questions must not be misconstrued as obstructing progress or as an apology for the status quo. Rather, they are raised in the spirit of attempting to assist policymakers by signaling some hurdles that will need to be crossed for the reforms to have the desired effects. A good way to approach these questions is in a framework that clarifies the various functions of testing and provides guidelines on the design requirements of tests intended for different purposes.

THE FUNCTIONS OF TESTING[6]

Educational tests have traditionally served three basic functions, as summarized in Table 1: to aid teachers and students by diagnosing learning needs, styles, and problems; to monitor systemwide educational outcomes; and to facilitate informed decisions about selection, placement, and credentialing of individual students. These three purposes of testing share a common assumption, namely that information about learning can support improved decisionmaking. However, they differ in the kinds of information they seek and in the types of decisions they can effectively support; test results appropriate for some decisions may be inappropriate for others.

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[5] See also M. Kirst and J. Guthrie, "Goals 2000 and a Reauthorized ESEA: National Standards and Accompanying Controversies," draft monograph, Policy Analysis for California Education, prepared for the College Board, January 1994; and G. Madaus, "Assessment Issues around the Reauthorization of Chapter 1," paper presented to the National Academy of Education, University of Michigan, Fall 1993.

[6] This section draws heavily on the OTA report cited earlier, especially pages 10-12.

[Additional material is retained in the files of the committee.]

PREPARED STATEMENT OF PHYLLIS MCCLURE

Senator Kennedy, Members of the Committee:

I testify today on behalf of the Independent Review Panel of the National Assessment of Chapter 1. The Panel was authorized by the National Assessment of Chapter 1 Act of 1990 (P.L. 101-305). The Independent Review Panel was a diverse group comprised of local educators—two Chapter 1 teachers, a parent, a superintendent, two school board members—a Catholic school administrator, three Chapter 1 state administrators, academicians with varying specialties, and advocates for poor and minority students. As a result of its two years work with the Department of Education on the National Assessment, the Panel developed its own consensus on reauthorization.

The Panel concluded its work in November 1992. We are not alone in calling for a major overhaul of Chapter 1. The Panel's recommendations and underlying rational sound the same themes of reform you have heard from others. To avoid being unduly repetitious, I have decided to assess the Administration's Improving America's Schools bill as it emerged from the House of Representatives in context of the recommendations of the Independent Review Panel.

The Panel had 13 broad recommendations, 11 of which deal with the Basic Grant program.

Recommendation No. 1 Reform the whole school.

The House bill can best be characterized as lukewarm about the use of Chapter 1 funds to support schoolwide reform of high poverty schools with high concentrations of low achievers. It simultaneously allows more schools to pursue schoolwide reform but discourages them from adopting this option. The Panel strongly encouraged the schoolwide option because we believed that preventing learning failure in the first instance is far more beneficial and cost effective than trying to remediate students who have already become stigmatized and defeated because they are low achievers. Prevention is possible under the schoolwide approach because schools are relieved of the legal requirement to identify and serve only the most educationally disadvantaged students.

The House bill lowers the threshold for eligibility, thus enabling more schools to purse this option. It also requires that states have school support teams in place before eligible schools pursue schoolwide reform. That will be helpful in securing state commitment to changing the poorest and lowest performing schools. Local school districts, on the other hand, are only required to notify eligible schools of the option, not to encourage its use. The National Assessment found that schoolwide reform works best when there is local and state commitment. The House bill seeks a commitment from the state, but does not from local districts.

The accountability provision for schoolwide programs in the House bill is troublesome because it will serve to discourage schools from adopting the option. Schoolwide schools are required to forfeit their schoolwide status and revert to the traditional model of serving only individual students if they do not show adequate progress in three years. Schools with high concentrations of poor and low achieving students are the toughest challenges in American education. They can be very difficult to turn around. It could well take three years just to establish the preconditions for achieving academic success. Pre-conditions such as cleaning up the building, driving the drug dealers off the corner, establishing a safe environment, getting the confidence of parents and the attendance of students, and building up a new and committed staff.

This three year requirement, while well-meaning, could be very counterproductive. Schools engaged in schoolwide reform should not be subject to more stringent accountability requirements than are targeted assistance schools. Doing so sends a negative message to schools that need reform the most.

Recommendation No. 2 Emphasize higher-order skills and high standards for all children.

The House-passed bill comports very well with the Panel's view that standards for Title I schools and students be the same as those established for non-Title I schools and that those standards incorporate advanced skills. The Panel would be concerned, however, that language in the House bill requiring that content standards specify what children "served under this title" are expected to know and be able to do not be construed to permit separate and lower standards for Title I schools and students.

Recommendation No. 3 Focus on outcomes and adopt new assessments to measure them.

Assessment provisions in the House bill only partially correspond to the recommendations of the Panel. The National Assessment gave a great deal of attention to the whole issue of testing in Title I and concluded that one assessment system as presently used can not properly fulfill multiple functions. Our recommendation was that there be one method for national evaluation; another separate assessment system established by states and aligned to content standards used for school accountability; and a third assessment designed for classroom use to improve teaching and learning and to measure individual student progress.

The assessment system prescribed in the House bill establishes a separate measure for national evaluation. However, it appears to construct one assessment system for the other two purposes. It has features that are intended to both hold schools accountable for the progress of their students (i.e. testing at three different grade levels, reporting disaggregated scores within each state, LEA and school, including students who have been resident in a school district for a full year) and to inform the teaching and learning process (reporting individual scores). It is unclear which scores—the three different grade levels or the individual student scores—would be used to measure adequate yearly progress.

These assessment provisions are a major change from current law and are designed to fit within the Goals 2000 framework. It is critical that the final bill construct rational requirements in this area because much else depends on a workable system.

Recommendation No. 4 The federal government should provide matching funds to states to help them implement the reforms recommended by the Panel.

This recommendation has gone unheeded. The absence of any developmental money, apart from existing allocations, is essential to implementing the far-ranging reforms.

Especially critical are resources to implement the new assessment requirements. New assessment measures must be developed in more languages than English. They must be adapted for use by disabled students. Technical standards of validity and reliability must be met because these assessments are to be used for school and district accountability and as the basis for corrective action.

Unless states and local educational agencies have the resources to develop new assessments, they will revert to using standardized, norm-referenced multiple choice tests, even though they are not aligned with state standards and curriculum, simply because they are less costly and readily available. Such an outcome would defeat reform of Title I.

Recommendation No. 5 Intervene early and get parents involved in their children's (and their own) education.

The House-passed Title I contains a number of provisions which fulfill our recommendations to encourage prevention of learning failure, to serve children in the early years and to promote parental involvement and family literacy.

The most significant features are:

1. the requirement that children who participated in Head Start, Even Start or any state-provided early childhood program be automatically eligible for Title I assistance;
2. the mandate that schoolwide programs and targeted assistance schools provide transition services from early childhood programs to the early elementary grades;
3. that children in pre-school through grade two not be subjected to standardized testing;
4. that all Title I schools devise strategies for parental involvement, including family literacy programs, that schools implement a parent-school compact for all children, and that a one percent set-aside be devoted to this purpose;
5. the requirement that joint professional development programs be conducted with pre-school personnel; and
6. the reauthorization of Even Start.

In addition, the House bill added a new program—Innovative Elementary School Transition Projects. These competitive grants would support projects for poor children in kindergarten and early elementary grades who had previously attended

Head Start, Even Start or other pre-school programs. This program is redundant in light of the requirements in Title I that all such children are automatically eligible for services and that all Title I schools are required to provide transition services.

Recommendation No. 6 Extend Chapter 1 services to all limited-English proficient students.

I am happy to say that the House version of Title I adopts this recommendation by eliminating the requirement that limited-English proficient students be excluded if their educational problems are due to their lack of fluency in English. This simply means that LEP students will be served on the same basis as non-LEP students.

Recommendation No. 7 Improve targeting of high poverty schools.

The House bill partially addresses this recommendation. For the first time in the history of Title I, districts will be required to fund all schools with 75% of more low income students before allocating funds to their remaining schools. This requirement will correct the current situation in which many of the Nation's highest poverty schools receive none of the federal assistance provided under this act.

Despite these commendable provisions, the formula in the House bill continues to spread funds to too many schools and districts. This means that low poverty schools will continue to receive Title I funds for children who are far less at-risk of educational failure while other much more disadvantaged students get nothing. As the Interim Report of the National Assessment revealed, 18% of all Chapter 1 third graders were performing above the 50th percentile while 60% of third-graders who scored below the 30th percentile received no Chapter 1 reading services.

The State of Connecticut illustrates how the current formula works. The state's Chapter 1 director, Diana Whitelaw (who was a member of the Independent Review Panel), provided me with data for the 1991-1992 school year. The state had 593 Chapter 1 schools out of a total of 956 schools. The Chapter 1 schools ranged in student poverty from 93.6% to 0%. The state's average student poverty is 14%. Of the 328 schools above the state average of poverty, only 70% are served and 30% are unserved. Of the 628 schools below the state average of 14% poverty, 60% receive Chapter 1 funds and 40% receive no money.

This kind of allocation pattern will continue under the House-passed bill because the Committee leadership declared that no programs would be shut down and areas with high concentrations of poverty would only marginally receive more money. As a consequence, there will continue to be high poverty schools which receive no money. There will be other high poverty schools which will receive some Title I funds but not enough to serve all educationally disadvantaged students in all grades.

Deployment of federal resources to assist educationally disadvantaged students attending schools with high concentrations of poor children is relevant to state and local funding for education. Title I funds have always been intended to be supplementary to state and local expenditures for education. This requirement has always applied within districts, but the law does not take into account disparities in district revenue, tax effort, cost of living and the greater needs of poor students attending schools with lots of other poor children. Where high poverty schools are located in low-revenue districts, Title I funds are not supplementary. Instead, Title I is filling the gap between these high-poverty schools in low revenue districts and low-poverty schools in high-revenue districts. Consequently, the federal government is subsidizing the states' inequities.

Recommendation No. 8 Provide incentives for good teachers to serve highest poverty schools.

Among the most severe needs of high poverty schools is a stable cadre of experienced and highly trained teachers with the subject-matter expertise and pedagogical skills required to help children meet the much higher standards called for in the new law. The Panel believed that certification by the National Board for Professional Teaching Standards would be a measure of the most rigorous training and experience. Congress could create incentives for these teachers to work in high poverty Title I schools through either a salary supplement to the individual teacher or through payments to districts for each Board-certified teacher employed in a high poverty school.

This recommendation has attracted no support. It deserves serious consideration especially since the House was unwilling to require an equitable distribution of personnel resources as a part of the within-district comparability requirement. The provision in the Administration's bill which would have measured comparability between Title I schools and the average of non-Title I schools by average instructional salaries was watered-down (under pressure from the United Federation of Teachers and the American Federation of Teachers) to use basic or entry-level salaries.

The effect of the House action is illustrated by the situation in Community School District # 5 in Harlem where Wynola Glenn, a member of the Independent Review Panel, is president of the school board. In District # 5 which has 91.7% of its students eligible for free lunch, 43.2% of the elementary school teachers have less then five years experience compared with 31.7% of the elementary school teachers city-wide. The average salary for elementary school teachers in District # 5 is $37,112. The city-wide average salary for elementary school teachers is $40,582.

District # 5 can also be compared to Community School Districts # 25, # 26 and # 31 whose student populations are less than 50% poor as measured by free lunch eligibility. Those three districts have much lower percentages of beginning elementary teachers and much higher average salaries. District # 25 with 35.8% poor students has 17.4% of its elementary school teachers with less than five years experience and an average salary for those teachers of $43,338. In District # 26 with 12.5% of its students eligible for free lunch, 10.5% of the elementary school teachers have five years or less experience, and the average salary for their teachers of $ 44,681. Community School District # 31 whose elementary students are 32.6% poor, has only 14.4% of its elementary teachers in the novice category and pays an average salary of $45,352.

These differences in average teacher salary are a direct reflection of teacher experience and turnover. The highest poverty schools in New York City which most need stable and experienced instructors have the least stable and highest proportion of inexperienced teachers.

Recommendation No. 9 Provide professional staff development for all staff.

The importance of professional development for all teachers of eligible students, not just Title I teachers, in raising student achievement is recognized in Title I and the reconstituted Eisenhower Program under Title II, Part A of the House bill. This increased emphasis is in part a recognition of the National Assessment's finding that regular and Chapter 1 teachers get about three days a year, on the average, of inservice training per year.

Professional development must be a part of the plans of local educational agencies and all Title I schools. State educational agencies are required to approve local professional development plans. Professional development activities are to be developed by teachers and other staff in Title I schools. Requiring the inclusion of instructional aides in professional development is an excellent improvement. Permitting regular classroom teachers and other staff not paid by Title I to be involved in Title I-funded professional development should help overall to integrate into the regular school program students who receive services.

While many of the Panel's suggestions for professional development are contained in the House-passed bill, there is no guarantee that sufficient money will be made available overall and in highest poverty schools in particular to provide the sustained, long-term and intensive expenditures that will be required to train staff in the states' academic content and in promising instructional techniques. There are insufficient resources to train the thousands of Title I remedial reading and math teachers in the high-level state content standards in English and math called for in this legislation.

The tension between devoting resources to improving the quality of staff and to keeping teachers and aides on the Chapter 1 payroll will remain. To help alleviate that tension, some Panel members supported a professional development set-aside at each Title I school.

Recommendation No. 10 Involve parents in all aspects of the school program and enhance their ability to support their children's attainment of academic standards.

The House-passed bill contains all of the Panel's recommendations for parent involvement except for the parent technical assistance centers which were adopted in the House version of Goals 2000. In addition, the requirement for school performance profiles, for individual student assessment results, and for the inclusion of parents of disabled and limited-English speaking students are provisions the Panel would endorse.

Recommendation No. 11 Pay for coordination of services to students.

Teachers of students in high poverty schools are substantially more likely to report that their students have health and hygiene problems, according to Prospects. Many of these children are eligible for health services (such as the Early and Periodic Screening, Diagnosis and Treatment services under Medicaid), but they do not have access to multiple service providers located elsewhere in the local community.

The House Education and Labor Committee stripped from the Administration's bill a section calling for the coordination and provision of health services to children in Title I elementary schools.

The Independent Review Panel advanced a more modest proposal. We suggested allowing the use of Title I funds for a staff person to coordinate services and to start collaboration among service providers at schoolwide project sites.

The House-passed bill is very weak on this issue. It only requires a local educational agency's plan to describe how it will coordinate and collaborate with other agencies providing health and social services to children, youth and families. There is not a clear message that the principal of a Title I school could use Title I funds to pay a person who would see to it that the health needs of Title I eligible children—whatever they are—would be provided by public or private providers.

The final two recommendations concern services to private schools and the Chapter 1 Migrant Program.

Recommendation No. 12 Make services for private school children more equitable and effective.

The House-passed bill substantially conforms with this recommendation by requiring that public school authorities coordinate closely with private school officials before any decisions are made about program services to eligible students in nonpublic schools and by liberalizing somewhat the standards for the by-pass provision so that the educational needs of eligible children are met to the same extent as their public school counterparts.

Recommendation No. 13 Improve aid to truly migratory children.

The House bill makes a number of important changes in current law that will implement the Panel's recommended changes.

Chief among these is the reduction in eligibility of formerly eligible students from five years to three years in fiscal year 1995 and to two years thereafter. This should correct the current situation whereby fewer currently than formerly migrant students actually receive services, despite the federal priority for serving students who are truly migratory.

The bill also provides for much stronger coordination of the migrant program with other parts of Title I so that migrant children will not been seen as the sole responsibility of the migrant program itself. The State plans for serving migrant children must be integrated with the Title I Basic Grant program, including state content and performance standards. Schoolwide programs are required to address the needs of migratory children.

The one recommendation that is not in the House bill is that all currently migratory children and those who have migrated within two or three years should be automatically assessed for eligibility and provided services within targeted assistance schools, regardless of whether the regular program serves those children's grade and school.

I hope that this very summary assessment of the House bill compared with the Panel's recommendations is helpful to the Senate. On behalf of the Independent Review Panel, I thank you for your time and attention.

PREPARED STATEMENT OF GARY HOCEVAR

The following testimony is presented on behalf of the National Urban Reform Network, an activist coalition of urban communities and schools districts that has been formed and is guided by the Community Training and Assistance Center in Boston (CTAC). This document accompanies and adds to the individual testimony presented by Gary Hocevar, Principal of the Van Buren Middle School in Albuquerque, New Mexico, who is an active participant in the network. Individually, each of the school districts and communities has pursued or is pursuing a range of plans to improve services to urban children and families. Together, the districts are working with CTAC to make recommendations for public policy that will help each community improve its services to students and their families.

The cities and districts participating in the Network are: Akron, Ohio; Albuquerque, New Mexico; Cleveland, Ohio; Des Moines, Iowa; Indianapolis, Indiana; Jackson, Mississippi; Long Beach, California; Louisville, Kentucky; Palm Beach County, Florida; Sacramento, California; Salt Lake City, Utah; and Savannah, Georgia. Taken together, the districts in the network represent more than $2 billion of local, state, and federal funds, and more than 500,000 students. We are pleased to recognize, as well, that four of our districts are represented by Senators on this panel, and appreciate your willingness to hear from us about our concerns.

We believe that time is running out for America's cities. As conditions worsen in the cities, more middle class Americans move out. As poverty and the disparity be-

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tween rich and poor increase, more individuals, businesses, and agencies are disinvesting in urban America—jobs leave, helplessness and poverty increase, and the "outer class," so much in the news today, grows even further apart from the American ideal. The country cannot prosper unless it's cities, and the people in them, also prosper. We also believe that, with strong leadership from Washington, things can get better. Below, we would like to outline for you what we see as the foundations for federal legislation—not only the Elementary and Secondary Education Act, but for other federal funding in urban America.

I. HOW IT WORKS AT THE LOCAL LEVEL

Education and human service begin and end at the local level—how schools are run and services are provided in individual communities. In the past few years, many educators have come to realize that schools and districts must be fundamentally restructured, from top to bottom, in order to meet the needs of today's children in families. This process, which is similar to the reengineering undertaken by many of today's most successful businesses, is difficult and painful.

The schools, which until recently operated like foreign embassies in their communities, must now involve parents, teachers and principals in carefully analyzing what they are doing: what works, what doesn't, and what factors must be addressed and changed. Central administrators, who used to issue orders like military commanders, must now become support centers to help each school solve its individual problems, and set its own goals, within broad district mandates. Boards of education, which have tended to promote a least-common-denominator approach to schooling—where the test of success has too often been whether the curriculum was weak enough that no interest group could find cause for complaint—must now set broad district guidelines, goals, and parameters, and then they must give the schools the authority they need to do their jobs. On top of this, new mechanisms for accountability—a foreign concept to many public agencies in the past—must be put in place for all schools and all people in the system.

It is tempting for those of us in education to place the blame for poor performance on factors outside the schools, particularly on children and families. We do not deny that there is a marked breakdown of the family structure in urban America, but schools cannot continue to blame children for their own failures. The concept is simple: each school must have the responsibility for determining its own needs, the authority to address those needs, and then it must be accountable for showing real results. The school board and district administration should set broad goals and policies, provide support, and assure that schools are accountable. Change isn't from the top down or from the bottom up exclusively, but must happen with the top and bottom of the system—the schools and the board and district offices—working together.

Anyone who remembers the IBM saga of a few years ago, where that huge corporation finally had to acknowledge and deal with its own ineffectiveness, will know that this process is excruciatingly difficult. The longer we wait, the harder it becomes. But the point—and we cannot emphasize this too strongly—is that the entire system must change together. Attempting to change how an individual teacher or principal functions when the district still encourages and rewards old behaviors will never work.

You have all read and heard many stories about successful teachers, successful schools, and successful programs in different parts of the country. Perhaps you have wondered: if these people can do it, why can't everyone else? The problem with schools, as with many other organizations, is not that we don't know what to do in the classroom. We do. We know a lot about how children learn and how to teach to improve learning. The problem is that it is very, very difficult to take this knowledge and apply it systemically, throughout a school system—especially in systems loaded with heavy and old bureaucratic structures, outdated work rules, and the baggage of being highly politicized public agencies.

II. FEDERAL POLICY AND INFLUENCE

How does this effect federal policy? We believe that there are two lessons to be learned from the conditions that we have described, and that there is a major leadership opportunity for the federal government. These areas are: first, providing incentives for systemic reform—with strong doses of flexibility tied to accountability, and of professional development—and, second, encouraging true integration of all the services in a community, leveraging funds and resources through broad collaboratives, to assure that children are ready to learn and to work.

1. Systemic Reform (Restructuring)

In most schools districts throughout the country, and indeed in many governmental agencies and some businesses, the first approach to solving a problem is remedial: to create a new program.

Is there a drop-out problem? Create a drop-out prevention program. Is there a drug problem? Create a drug abuse prevention program. Is there an attendance problem? Create an attendance enhancement program. The trouble is, these programs are bandaid approaches. They don't address the causes of these problems. They are remedial, treating symptoms rather than diseases. If a business finds that its stock has dropped 25% over the weekend, does it create a stock improvement program? If it finds that its efficiency rate has dropped and each widget is costing 50% more to produce, does it create a separate "efficiency enhancement" program? Not if it intends to stay in business for long. What it does is find out what has caused the problem and address that cause. It addresses the disease rather than the symptom. School systems, and other agencies, should function in the same way. Federal policy can help.

To help school systems restructure, federal funding for schools—including the Elementary and Secondary Education Act—should change in two ways. The first is to release schools from many of the regulations that bind them to particular programs or structures. An excellent example of this is already in the proposed legislation. The old Chapter One system of funding particular children forced schools to create separate programs for the eligible children. As attested to by Gary Hocevar, and by other practitioners across the country, this has created unnecessary and counterproductive paperwork, pulled children out of classes they needed, tended to stigmatize the children receiving the Chapter One services, and prevented the school from focusing on systematically improving services for all the kids. The new legislation allows a "whole school" approach. Much government funding, like the old Chapter One, is tied up with regulatory restrictions, which promote an ineffective remedial approach to problem-solving. These prevent schools from operating effectively and should be eliminated.

At the same time, we in the Network understand that the regulations were often put into legislation for very good reasons. The regulations in Chapter One were put there to make sure that the funding intended for poor children was actually spent on poor children. We all agree that unless there is some mechanism for assuring that funds are spent appropriately, there are too many opportunities to mis-spend them.

Consequently, in exchange for flexibility in federal legislation, the Network member districts are committed to a new level of accountability. Each district and school should have a plan of action in place. Based on a constituency-driven needs assessment, the plans should outline the goals and methodologies deemed most appropriate, and specify the results against which all constituents will measure performance. This would allow schools to spend the funds according to their own needs. Accountability would thus be tied not to spending, but rather to results. This is particularly important point. Spending formulas and regulations don't produce results. To actually produce results, to demonstrate real accountability, local monitoring and evaluation of performance is required.

The Network platform places a strong emphasis on having accountability mechanisms spelled out within school and district plans. This accountability does not mean comparing a school's performance to national standards. While national standards that relate to various academic areas are useful in many respects, they are not the best way to establish goals or objectives for individual schools, particularly inner city schools. Performance standards should be based on each school's determination of needs, as made by teachers, parents, students and administrators. They should be reviewed by the central administration to assure that they are reasonable and viable, but they should be locally developed. Anything else becomes simply an exercise.

This locally based accountability should include the following: First, the responsibility to engage in a thorough analysis of needs, resources, problems and causes, and to develop goals and strategies based on this assessment. That is, the accountability to plan. Second, all "stakeholders" must be included—not just teachers, but also, parents, administrators and students. Not just the wealthy or active parents, not just the white or professional parents, but the minority, the poor, the single parents. Accountability should include inclusiveness and representativeness in the planning process. And third, accountability should be tied to success for children—to results. School restructuring that is not done for a purpose is meaningless. Restructuring should be done for a purpose, and that purpose should relate directly to student achievement.

By providing flexibility in the regulations, federal policy can allow schools to be creative in determining how best to meet the needs of their students. By mandating accountability based on results, not on methods, it can increase the likelihood that federal funding will have an impact. Both of these issues are addressed further in the Network's platform, which is enclosed. The proposed ESEA legislation takes significant steps in this direction, and is to be applauded for this effort. Even more can be done to allow and encourage school districts to improve, while holding them accountable, and we urge you to make this a part of the foundations of your thinking.

So far, we have addressed how federal policy can encourage systemic reform or restructuring by offering flexibility in exchange for accountability. Equally critical to helping schools restructure so that they can improve services to children is the opportunity for professional development.

In a restructured school system such as our network districts are striving to achieve, almost every person is asked to change how he or she goes about the job. Teachers are engaged in analysis and planning as well as seeking ways to teach and reach today's children. Principals are required to be leaders and facilitators, conducting outreach to parents, leading planning teams, running community meetings. Central administrators are providers of support, as well as monitors of school performance. Human service agencies are being asked to create new models for defining their roles and services, so that better results can be achieved for the children and families being served. In most cases, the people in these positions have not been trained for the roles they are being asked to take on.

When a business undergoes reengineering, it devotes serious resources to the training and retraining of its staff, sometimes as much as 10% of its payroll budget. Successful corporations have realized that untrained staff will not be effective, and ineffective staff don't produce results. For some reason, however, in schools and public agencies, the professional development funds are often the first cut. Without training, the difficult process of restructuring becomes virtually impossible. We are not going to see improvements in schools unless the people who are responsible for making the improvements are trained for their new roles.

Consequently, we recommend that up to 20% of all federal funds provided to urban schools through ESEA be available for professional development activities. The professional development requirements should be determined at the school level within district guidelines, and should be tied directly to each school's plan for school improvement. These few restrictions direct the funds where they are intended without tying the hands of the recipient schools. This modest amount of funding—1-2% of the overall funding of the average urban school system—will have a much more pronounced effect if the concept—the importance of professional development—is understood and imitated by state and local governmental units, including the school systems themselves. Every other industry has learned that employees are their most valuable resource, and has provided training so that they can do their jobs. Schools and community agencies need to do the same, and federal policy should help, not hinder, them. To the extent that CTAC's Network districts represent other large urban districts, the amount of money currently available to spend on professional development is less than ½ of 1% of their payroll, a far cry from the aggressive efforts of successful corporations. The funding shift proposed here would increase that to approximately 2-3% of payroll. On average for the Network districts, this means an increase from approximately $750,000 per year, to $3-4,000,000 per year. This is a good start. The rules of thumb for professional development spending by competitive, successful corporations should be the ultimate target.

2. *Service Integration*

The second critical area we would like to address is commonly called "service integration." While the mantra of cooperation and collaboration is chanted regularly, terms like service integration and inter-agency collaboration mean very different things to different people. All of these terms generally intend to describe a process whereby agencies work together collaboratively to meet community needs. That sounds simple, but in actual practice it is extremely complicated. Let us explain briefly what the National Urban Reform Network understands true integration of services to mean.

First, many inter-agency ventures start and end with the first step: communication. While it is useful for agencies to communicate about what they are doing, and while this is a critical first step towards collaboration, simply communicating does not improve services to children and families. It is easy, it is satisfying, but it doesn't change much.

Second, a currently popular notion goes beyond communication to cooperation. Sometimes this takes the form of what is known as "one-stop shopping," in which a range of service providers are housed, or make their services available, at one site. This can mean that a variety of services to parents and children might be available at a school, for example, eliminating the need for these parents and children to travel from one agency to another. Since transportation, physical access, time, and the initiative to take the first step are all barriers to people seeking services, this is a very productive step. However, bringing the services together under one roof does nothing to improve services. If the services are inadequate or ineffective in separate locations, they will continue to be inadequate and ineffective housed together. If there are gaps and overlaps in service, they will also continue. If services are characterized by the remedial approach above—treating the symptom rather than the disease—that will not change. As a consequence, as useful as "one-stop shopping" can be, it is still a far cry from collaboration, integration, and redesigning services based on needs.

Third, most school systems have many partnerships between individual schools and various outside agencies (as well as with colleges and businesses). These are often useful, productive, and exciting programs. But they are very limited and scattered. One school may have an excellent conflict resolution program, another an anti-gang program, another a pregnancy prevention program. Even if these address root causes, which they often do not, they only address their particular problems at individual schools. Even if they are excellent, they are far from enough.

A true community-wide collaboration includes all the major players in a community—the local governmental agencies, the funders, the service providers, the schools, and the service recipients—parents and members of communities—working together on a range of tasks: determining their needs, trying to uncover the root causes of those needs, surveying the existing resources available to address the needs, developing a joint plan to address the problems they have uncovered, collaboratively redesigning services so that they are addressing these real problems, and developing specific objectives so that they can tell whether their efforts are improving people's lives. You can see, even under ideal conditions, how difficult this is.

Beyond the local issues that such collaboratives may have to address, there are two additional major obstacles holding them back—- obstacles than can be addressed through federal policy. The first is that many practitioners don't know what is really involved in collaboration, or truly understand how the other agencies they work with function. This can, and should, be addressed through the kind of commitment to professional development, with accountability, that we have already discussed. The second is the removal of funding and regulatory barriers that make collaboration extremely difficult, coupled with incentives to leverage both funds and resources within each community. Despite the difficulty, people in many communities would like to attempt such collaborations. Many of the Network districts are working on various kinds of collaborations with their human services communities, some of which may become models of collaboration for the nation.

In the best of worlds, you would assume that human services would all be based on needs. Needs would be identified, services designed, and available funding directed at those services on the basis of local priorities. The reality, however, is almost the reverse. Funding streams are developed, almost always around specific programs, agencies design services to meet the funding criteria, and needs may or may not be met. Agencies have very little control over this. If they want to stay in business, they respond to funding guidelines.

The solution to this problem goes far beyond the specific topic of this testimony, which is issues related to the Elementary and Secondary Education Act, but it should be clear how important the federal impact could be. While federal funds are a relatively small portion of school system budgets, they are a much larger portion of the budgets of health and human service providers, and of local governments. However, each federal department issues its own sets of guidelines and program requirements to which the agencies must respond. While turf is always a local issue, it is also a federal issue. As long as federal agencies continue to fund in narrow programmatic streams, no matter how good the programs are, it will not be possible for agencies to truly plan and collaborate. As long as local agencies are discouraged from planning collaboratively, there will continue to be gaps and overlaps in services, and you will not be getting the best effect out of the funds you spend.

But consider the reverse. If ways could be found at the federal level to link the funding streams of the various federal departments to urban communities, to provide broad and flexible guidelines but to require community-wide planning and specific accountability measures, you could, without spending one additional dollar, make services more responsive to people's needs, reduce gaps, and provide a much greater bang for the federal buck. The Network is working on more specific recommendations regarding this kind of leveraging and collaboration. But our basic message is simple: Right now, federal policies and structures impede collaboration, and services are not as effective as they could be. We urge you to begin looking at cross-departmental funding, which will encourage local agencies to do likewise. This will be the route through which federal funding begins to address locally identified needs, and through which you will increase the effectiveness of the dollars spent.

III. SUMMARY

The two concepts outlined above—school restructuring (with flexibility tied to accountability and with a strong component of professional development), and true service integration—are comprehensive and complicated. They do not lend themselves to catchy titles and slogans. But they have the potential, if they can be implemented, of improving services without increasing costs. The essence of all of these, together, is to exchange flexibility and reduced regulation for increased accountability, and to use the enormous influence of the federal government, reaching far beyond the actual dollars spent, to stimulate systemic, collaboratively planned, accountable services rather than the piecemeal, programmatic, remedial approaches being used now. When this is done in a school, with the district and community, we come closer to meeting the real human needs of the kids and families in these communities.

The twelve districts in the network have been and are working on more specific recommendations on these topics, and many are leaders nationally in what they are doing in their own communities and regions. Our platform, which is enclosed, provides a framework around which we are building our efforts. The member districts of the National Urban Reform Network, and the Community Training and Assistance Center, would like to thank you, once again, for your invitation to testify before you. We look forward to working with you in the future to improve the vitality of America's cities through improving the lives of urban children and families.

PREPARED STATEMENT OF EDWIN S. JACKSON

MAGNET SCHOOLS

As an on-line magnet school principal of my states first magnet school, I wish to briefly share with the Committee my total support of the concept of giving parents the freedom to choose the school their children attend within a public school setting.

My student enrollment at Williams Magnet School, which is racially balanced, has achieved on the average in the 80th percentile on standardized tests for the past seven years with Grade One students scoring at the 90th percentile for the past three years. With high academic and discipline expectations of students, along with high expectations of parents, staff, support personnel, and the administration—all with an attitude of commitment, involvement and pride in a job well done—schools can become places of teaching and learning at a fantastic level of sophistication. The bottom line is that children are parents' most prized possessions, and parents who have a choice of school and school themes for their children will become more involved and supportive of the institution resulting in increased productivity of staff and higher performance of students. (We have formal parent contracts, dress code for staff, strict discipline, uniforms for students, and mandatory parent attendance at PTA meetings)

STANDARDS

Standards or goals must have a high priority in our total educational system. To achieve high standards, one must develop a curriculum to support the standards or goals desired accompanied by reliable and valid assessments to determine if the curriculum is meeting the desired standards or goals.

Since becoming a world community before, and especially, after World War Two—and more-so in modern times with NAFTA, GATT and Pacific Rim economic, political and cultural activities and agreements—we can no longer afford to restrict our curriculum to the philosophies, politics and limited knowledge of communities, towns, cities, states or the boundaries of America. We must prepare all children for a global society. To do this, our goals/standards must have a strong national and international flavor and influence. Additionally, this national and international strand must be supported by an appropriate curriculum with valid and reliable assessments.

To promote appropriate local, state and regional values, beliefs, customs and philosophies, local and state governments should be involved in the goals/standards, curriculum development and assessments. However, to refuse to understand that the youth in all communities will most likely be functioning in a national or international economic, cultural, and social world, and to neglect providing students with crucial skills to function in this comprehensive world, is antiquated, crippling, cruel, and totally unthinkable. It is crucial to have a very strong strand of national and international influence running through the goals, standards, curriculums and assessments at all levels in the schools in this country if we are to survive in a global economy and world.

In this global society, our at-risk students will surely face the most negative fallout. Without parent and community support and involvement for these students, our schools must step in and provide a critical support system.

CHAPTER ONE

As we take a closer look at our educationally, economically and culturally deprived students, two issues need to be considered. The first consideration for students are basic needs: food, clothing and shelter. This is a humanitarian goal in which all humans should be entitled to in a civilized world. An overriding issue is how can our society continue to economically support this growing number of individuals who are not self-supporting tax paying citizens, and who produce generation after generation offspring who establish this same pattern of life. We must take this larger group of humanity and educate them to a level that will allow them to be self-supporting tax-paying citizens making a contribution rather than taking contributions from our local, state and national treasurers. This development of human resources is a long term but achievable humanitarian and economic goal. Until we can place more and more citizens, and shier offspring, in a productive capacity, we will never be able to improve humanity and very importantly, the reduction of our national debt. As these individuals grow into adulthood and old age, pensions, health care and all the free public services must be provided to them. Babies, mothers, children, adults and the aging must be taken care of with public monies. The generation after generation problems never end and continue to become a bigger and bigger problem. This exacerbates and contributes significantly to the national debt and health care costs that our nation is struggling with today.

Chapter 1 was originally designed to address the problems of illiteracy and its multiple by-products with a primary focus on economically and culturally deprived neighborhoods.

Many programs have worked while others have failed. I promote developing a task force of our best practitioners and theorists to search-out the effective programs, use them as model programs for schools that haven't been successful, and increase the funding necessary to bring these human resources to the forefront with an education that will produce self-supporting, social, political, tax-paying, contributing members of society. This group of people is siphoning off a tremendous amount of tax dollars for food stamps, health clinics and services, public housing, free lunch programs, direct federal, state and local payments, and the numerous entitlement programs. Expanded police departments, drug enforcement, rehabilitation services, and expanded prison systems can be drastically reduced when this segment of our population is educated to become productive members of society rather than members who take away resources. If given the choice, the majority of humanity in this area would choose a different life style. Education is their only means of survival and our nation's only way out of the financial quagmire that we are currently experiencing.

In addition to developing a task force of our nation's best theorists and practitioners to study and develop strategies for teaching our at-risk student population, I offer the following list of suggestions that, from my experiences, would be important guidelines to follow in improving a Chapter One program:

Secure a teaching staff with the following characteristics:

A missionary zeal and commitment to help humanity.

Knowledge of the psychology of learning.

Willingness to work with other staff members who share responsibility for the students.

Human relation skills.

Knowledgeable about and willingness to work with parents who often do not know how to help their children and are intimidated by the school.

Willingness to get involved with family by initiating meetings and conferences.

Constantly pursue effective teaching strategies.

Administrative reorganization to better utilize staff.
Placement of most qualified teaching staff in Chapter One.
Constant staff development in this area.
Appropraite financing.

SUMMARY

A school system promoting standards with a curriculum and assessment measures laced with a strong national and international influence is essential in a changing, global society. Local, regional and state governments should play a major role in their schools but not to the extent that participation is a detriment to students who will be moving from their local communities after graduation into the global society without the necessary skills for survival. Comprehensive magnet programs, well identified themes, qualified teaching staffs and forward thinking administrators with parents being given the opportunity of choice for the education of their children—the most important part of their life—will enhance a renewed hope for the life-long, quality education of our children and the survival of our great country. Aside from the important humane issue, we must understand the economic devastation that will result from our at-risk children remaining non-productive, non-taxpaying, non-contributing, non-educated members of society producing generation after generation of their likeness.

PREPARED STATEMENT OF NANCY KOBER

I appreciate the opportunity to share with the Committee what I have learned about testing and assessment in Chapter 1. During the past three years I have studied the issue of Chapter 1 testing in several capacities: as a contractor for the Office of Technology Assessment and contributor to the OTA report, Testing in American Schools, as a writer for the Advisory Committee on Testing in Chapter 1 in connection with their report Reinforcing the Promise, Reforming the Paradigm, and currently as a consultant to the Board on Testing and Assessment of the National Research Council. Earlier in my career, Chapter 1 was one of my responsibilities as legislative staff to the House Subcommittee on Elementary, Secondary, and Vocational Education. The views in this statement are my own, however, and do not represent any of the groups for whom I have worked or consulted.

Chapter 1 testing is a complex issue, and one that may seem dry, technical, or esoteric compared to such "big issues" as funding formulas and school targeting. But decisions about testing and assessment go to the heart of Chapter 1 and warrant serious consideration during this reauthorization. Test results—specifically scores on norm-referenced achievement tests—influence several key aspects of Chapter 1 including: which students are served; how long students remain in the program; how much money schools receive; which subjects and skills are taught; how teachers teach; which schools undergo program improvement; which schools may continue schoolwide projects; and how parents, the public, and Congress perceive the effectiveness of Chapter 1.

Testing has been part of Chapter 1 from the beginning. The original Title I law required school districts to evaluate their programs using "appropriate objective measurements of educational achievement," interpreted by most districts to mean standardized achievement tests. Since that time, testing requirements have been revised many times, with a general movement toward more prescriptive testing requirements and an increasing reliance on norm-referenced tests.

Currently there are requirements in the law, regulations, or Policy Manual governing the types of tests to be used, the timetables for administering tests, the grade levels to be tested, the procedures for assessing basic and "more advanced" skills, the methods for calculating achievement gains, and other aspects of assessment and evaluation. In general, school districts receiving Chapter 1 funds must test participating students in grades 2 through 12 on an annual cycle, using nationally normed achievement tests in reading, mathematics, and other language arts. From these results, school districts calculate achievement gains in basic and more advanced skills by comparing individual student scores with those from the previous test cycle. School districts report the gains in aggregate form to the State, which further aggregates the data and reports it to the Federal government. Although school districts and teachers can and do give other assessments to Chapter 1 children, these are not usually considered part of the formal Chapter 1 evaluation process.

The primary reason behind the specificity of the Federal requirements and the emphasis on norm-referenced tests is to produce local data that is uniform enough to be aggregated nationally. It is the desire for national data on program outcomes that underlies the design of the current testing system. The Department of Education aggregates the data submitted by States and publishes the results in an annual report, which your Committee undoubtedly reviews to help determine how well Chapter 1 is working. Thanks to this summary data we know, for example, that Chapter 1 students in program year 1989-90 showed achievement gains in reading at every grade level, with increases ranging from 3 to 5 percentiles. To obtain this information, over 1,635,000 Chapter 1 students were tested in reading that year. Hundreds of thousands more were tested in math and language arts.

The number of children actually tested for Chapter 1 purposes is probably much higher than the figures reported in the annual summary. Not included are students who were tested but did not have "matched" pre-test and post-test scores. In addition, some districts conduct pre- or post-testing of all students in a particular grade rather than pulling out Chapter 1 students for separate testing. Furthermore, districts often test all students, including younger students, to determine which are the most educationally disadvantaged and thereby eligible for Chapter 1. Although it is difficult, if not impossible, to determine how much testing would occur in the absence of Chapter 1, at a minimum, Chapter 1 requirements influence the frequency, format, and type of testing at the local level, and in some cases the amount.

The basic elements of this Chapter 1 testing system have been in place since 1979, but only since 1988 have they attracted wide attention and controversy. The introduction of program improvement requirements raised the stakes attached to test results and highlighted the limitations of the current system.

What is wrong with the current system depends on whom you ask. Teachers may feel that the nationally normed tests used in Chapter 1 do not effectively measure student learning, or are not very well aligned with local curriculum or teaching methods, or do not provide adequate feedback on student instructional needs. Some contend that to produce achievement gain scores, they must focus on a narrow curriculum or drill students in low-level basic skills, at the expense of instruction in more challenging content, a broader array of subjects, or higher order skills. Principals and district-level personnel may have lost confidence in the system after seeing the wrong schools, grades, or subjects targeted for program improvement due to measurement instabilities, or after losing a portion of their Chapter 1 funding when their test scores rose. Researchers and testing experts have observed that the procedure of aggregating millions of test scores from thousands of districts with widely varying expertise in assessment is a technically inefficient and error-prone way to conduct a national evaluation.

These and other concerns have generated support for a rethinking of Chapter 1 testing to bring it more in line with current knowledge about effective teaching and learning. Many of us who care about Chapter 1 have come to believe that this reauthorization is the right time for substantive changes: to move the program away from an add-on orientation that provides remediation primarily in basic skills, and toward an integrated, intensive approach that emphasizes higher-order skills and challenging content. For this to occur, corresponding changes must be made in testing procedures.

Several groups—including OTA, the Advisory Committee on Testing in Chapter 1, and the Independent Review Panel of the National Assessment—have recommended, as a first step, the "decoupling" of national evaluation functions from local accountability and individual student assessment functions. This would allow different types of assessments to be used for national, state, and local functions of Chapter 1 testing. Many expert groups have further recommended that national evaluation needs be met through a periodic national assessment—patterned after NAEP or derived from NAEP—that would use matrix sampling techniques to obtain information about achievement and other characteristics of Chapter 1 students.

To assess individual student progress and inform instructional decisions, OTA, the Advisory Committee on Testing, and others have suggested that schools and teachers be given greater encouragement and flexibility to use a variety of assessments, including alternative assessments.

Perhaps the most vexing issue is how to develop an assessment strategy for ensuring accountability at the district and school levels. Many groups have recommended that Chapter 1 accountability be linked with high content and performance standards and aligned assessments of the sort that Congress has already endorsed in the Goals 2000 legislation and that States are already considering. The aim is to encourage schools to hold high expectations for Chapter 1 children and provide them with the same curriculum as their peers.

I am not prepared to offer concrete, specific solutions for a new Chapter 1 assessment system. My knowledge and experience are limited: I have not administered a Chapter 1 program, nor am I trained in teaching or measurement science. Instead, in the remainder of this testimony I respectfully call the Committee's attention to several issues that I believe should be considered when weighing proposals for revising Chapter 1 testing provisions.

First, no alternative system is likely to satisfy all the concerns being raised about the current system, and any alternative is likely to have its own set of drawbacks. This does not mean that the status quo should be maintained; rather it suggests that changes should be made with adequate time for phase-in, research and develop-

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ment, and professional development for those who must implement the new requirements.

Second, decisions about appropriate assessment become particularly difficult and consequential when they are linked to program improvement, which attaches tangible stakes to the outcomes. Whether or not there is a separate national evaluation, Chapter 1 testing will have relatively high stakes as long as the results are used to determine program improvement. Some pending proposals would institute stronger sanctions than at present for schools that did not make adequate progress. If the bases for these decisions are assessments that are new, untested, or of questionable validity or fairness, it could undermine the credibility of the whole assessment system. In addition, with high stakes come strong incentives to produce achievement gains. To the classroom teacher, such a system might seem every bit as test-driven as the current one, if not more so. In this situation, it would be essential that the chosen assessments measure the type of knowledge and skills that we want Chapter 1 children to acquire and that the tests are worth "teaching to." It should also be noted that it will be difficult to implement testing on a less than annual cycle as long as there are annual school-based assessments for program improvement. It may be worth examining alternative approaches to program improvement, such as a State inspectorate that examines input and outcome measures, including established assessments routinely administered to all students in a State.

Third, by putting the weight of Chapter 1 behind Goals 2000-type standards and by specifying in more detail the types of standards envisioned, the Federal government will have a much greater influence on the development and implementation of State standards—and, by association, voluntary national standards—than initially conceived in Goals 2000. Chapter 1 is a large and pervasive program whose impact on local practices should not be underestimated. By linking Chapter 1 funding to State content, performance, and opportunity to learn standards (which in turn may be linked to voluntary national standards in core subjects), the standards and assessments will become less voluntary. If that is a desirable end, then Chapter 1 may be an appropriate vehicle. If it is not, then caution is warranted before loading Chapter 1 with too much detail about the nature and substance of these standards.

Fourth, some of the assessments envisioned by those advocating reform in Chapter 1 testing either have not been developed, are in their infancy, or have their own weaknesses that must be addressed before wide-scale application, especially if stakes are high. Developing alternative assessments and assessments linked to standards will be a costly and lengthy process, entailing research and development and training and implementation. This reaffirms how important it is to allow adequate time to phase in a new system and sufficient funding to cover costs. A related question is what the role of testing companies should be in developing and marketing new assessments for Chapter 1.

Fifth, care must be taken to ensure that a new system does not become more complicated, burdensome, and costly than the current one. For example, a requirement for testing in all core subjects or for multiple assessments could very likely increase the amount of Chapter 1 sponsored testing. To the Chapter 1 teacher or school principal, such a system could seem more onerous, especially if the assessments were unfamiliar in format or unclear in purpose; local support could vaporize quickly in this situation. New testing requirements should not be so complicated that they do not make sense to those who must carry them out.

While these challenges are formidable, I am not suggesting that you maintain the status quo. My involvement with Chapter 1 testing has convinced me that reform is necessary, and it is also attainable. I believe, however, that improvements will have greater likelihood of success if accompanied by the following four ingredients: time to develop better assessments and phase them in; advice at all stages of the process from technical experts and state and local practitioners, including teachers; professional development to help teachers and administrators understand and carry out the new provisions; and designated funding to cover the extra costs. Reform is possible. One need look no further than the children who participate in Chapter 1 to find inspiration for overcoming challenges and achieving new goals.

PREPARED STATEMENT OF CONGRESSMAN HOYER

I want to begin by thanking Chairman Kennedy, Chairman Pell, and the committee for giving me this opportunity to testify today on the ESEA reauthorization. It's a particular pleasure to follow Marylander, David Hornbeck, whose work around the country on school reform and on the Chapter 1 Commission has inspired many of us to rethink our basic assumptions about what Federal education aid is all about.

In fact, I'm here today advocating more sweeping changes in ESEA than David and his colleagues on the Commission, while building on their groundbreaking work.

Mr. Chairman, in this ESEA reauthorization we have an opportunity to leverage significant change in schools around the Nation with a relatively modest amount of money. But evidence from school reform efforts around the country—including those in my home State of Maryland—indicates that getting this accomplished will require a major departure from the way we've traditionally structured Federal education aid. This means not only going well beyond current law, which I think we would all agree on, but also going beyond both the administration's proposal and H.R. 6 as it now stands in the House.

This new approach hinges on an ambitious consolidation of categorical programs into one funding stream aimed at encouraging school improvement. The new framework for schoolwide title I proposed by both the administration and the House provides an excellent foundation for this initiative, a point I'll return to in a moment.

In terms of the categoricals, I would recommend consolidating title I, even START, the Migrant and Delinquent Youth Programs, all of title II, Drug Free Schools, the Javits Gifted and Talented Program, and all the new categoricals created in H.R. 6, pending in the House. These programs are authorized at a total of $11 billion in the House bill, which would become the funding level for our school improvement initiative.

I'd like to touch very briefly on the allocation of those funds to States and local education agencies. Although I agree strongly with the administration that we need greater concentration of Federal funds in high-priority schools, I am less concerned with formula issues in making this proposal than I am with setting up a new, flexible, results-oriented approach to Federal education funding. Obviously, allocating the funds for this new school improvement program could be done in many ways. One of the simplest and perhaps least politically controversial would be to use the H.R. 6 formulas for the categoricals and simply aggregate them into one funding stream.

Like the GOALS 2000 bill, this new school improvement initiative would take Federal education funding in a different direction from where we've gone historically. For years, we've attempted to aid particular segments of the school-age population: the disadvantaged with Chapter 1, at-risk youth with dropout prevention funds, and so on. But as Kati Haycock of A.A.H.E. discussed in her strong and disturbing testimony on Wednesday, a categorical approach to Federal education funding just hasn't worked. Instead, categoricals have fragmented the educational experience for children who tend to far too much fragmentation in their lives. They've bloated school bureaucracies, and fostered accountability for process rather than results. It's time, however, to attack the problems these categoricals were designed to address from a completely different direction.

As I mentioned earlier, that new direction could be very much like the administration's title I schoolwide program—with four key changes.

As the committee knows, Mr. Chairman, the Education Department under the leadership of Secretary Riley and Undersecretary Mike Smith took to heart the serious concerns about the current Chapter 1 program raised by various independent panels. The administration's overhaul of title I goes a long way toward meeting the criticisms of this $6.3 billion categorical, which is, as the committee knows, the largest pot of Federal money we spend on elementary and secondary education.

The new schoolwide title I framework is flexible, accountable, and results-oriented. It involves States, LEA's, and schools in setting realistic benchmarks for continual school improvement based on State standards. It requires the development of new assessments to replace the fill-in-the-bubble standardized tests. It includes real consequences for failure to make progress. In short, it's based on the best information we have about what is working in State and local reform efforts involving all schools, not only those with high concentrations of disadvantaged students.

But in adapting the new title I framework for a broad school improvement initiative, several key areas remain to be addressed. First, although I generally believe we should avoid the temptation at the Federal level to tell States, LEA's and schools how to spend the money we send them, I do believe there should be a set-aside for professional development. I justify what might seem to be a logical inconsistency here by pointing out the universal agreement within the educational community that better trained teachers are the single most important ingredient in school improvement today.

Second, although the new title I section of the ESEA reauthorization requires "adequate progress" by schools and LEA's each year, that isn't enough. We also need to require that continuous progress be made toward closing the gap between all students and disadvantaged students. In other words, while all students must improve, disadvantaged students need to improve more rapidly.

Since the new title I legislation already requires that educational progress data be reported separately for disadvantaged students as well as for all students, we would have the tools we need to determine whether this result is being accomplished. As to whether the goal itself is achievable over the next 5 years, I believe it certainly is, provided that sufficient resources from a variety of sources are targeted to schools that need the most help. This is an excellent example of a crucial result that could, I believe, be more readily accomplished if leverage at the Federal level were used to encourage States, LEA's and schools to reinvent our poorest, most troubled schools.

Third, we need to specify that students be assessed in second grade as well as in the later grades already envisioned in new the title I framework. Obviously, this assessment would be far less comprehensive than those required for older children, but it is a means to drive resources into childhood programs that get youngsters ready to learn. As with teacher training, all available research shows this is an area in which our investment will yield hugely improved student achievement.

Fourth and finally, to the subject of consequences for performance, both good and bad. If we at the Federal level are to have an impact on the quality of instruction in classrooms around the country, we need to make it clear that funding is contingent on continuous, improved achievement. When our workforce isn't able to compete with the Japanese and the westerns Europeans, standing still won't cut it as far as annual student progress in concerned.

I offered an amendment to H.R. 6, adopted several weeks ago, that makes it explicit that loss or transfer of funds and authority are among the penalties a State can visit on a poorly performing school. I don't think we can be tough enough here, provided the goal-setting process works. But evidence from Kentucky shows that rewards are perhaps even more important than punishment in driving progress. Incentives, including raises for teachers and principals, should be made a more explicit part of the system than they are in the new title I legislation.

In closing, Mr. Chairman and members of the committee, I'd like to share a concept that goes much further than anything I've raised thus far this morning (and a lot of people would think I'm a radical for what I've said already!)

Over the next few years, we'll see what greater local flexibility combined with adequate funding and accountability for results does for education improvement. I believe we will see substantial gains, based on what is already starting to happen in the States. Building on that success, I envision future Federal legislation combining many more categoricals designed to benefit children and families in the fields of early childhood, social services, health care, education, and job training. Set outcomes, demand results, reward good results and penalize poor performance. We at the Federal level have to face the fact that we don't deliver the services—the time has come to trust, encourage, and support those who do. Using the ESEA reauthorization as the catalyst for broad school improvement could be the first step toward a whole new Federal approach to programs for children and families. I urge the committee to take this opportunity and would be delighted to work with you. Thank you.

PREPARED STATEMENT OF IRIS C. ROTBERG

Mr. Chairman and Members of the Subcommittee: Thank you for the opportunity to discuss with you the study of Chapter 1 that I directed at RAND.[1] The study focuses on federal policy options to improve education in low-income areas of the United States. I will begin by setting the context for Chapter 1, and then summarize the major recommendations of the study. I will conclude with a discussion of myths about educational performance in low-income areas that have weakened federal efforts to reform and improve Chapter 1.

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[1] The study findings are reported in three volumes: (1) *Federal Policy Options for Improving the Education of Low-Income Students, Volume I, Findings and Recommendations*, MR-209-LE, by Iris C. Rotberg and James J. Harvey, with Kelly E. Warner; (2) *Federal Policy Options for Improving the Education of Low-Income Students*, Volume II, *Commentaries*, MR-210-LE, by Iris C. Rotberg, editor, with Kelly E. Warner and Nancy Rizor; and (3) *Federal Policy Options for Improving the Education of Low-Income Students*, Volume III, *Countering Inequity in School Finance*, MR-211-LE, by Stephen M. Barro.

CONTEXT

The United States faces the difficult challenge of improving the education of students from low-income families. Because family income, family education level, and student educational achievement are closely correlated, low-income children often face a double handicap: They have greater needs than more affluent children, yet they attend schools with substantially less resources.

Based on these broad considerations, the RAND Institute on Education and Training conducted an analysis of federal policy options to improve education in low-income areas. The analysis focuses on Chapter 1 of the Elementary and Secondary Education Act of 1965, the nation's $6.1 billion program for assisting "disadvantaged" students in primary and secondary schools. After a quarter-century of experience with Chapter 1, it is a particularly appropriate time to review its accomplishments and problems and to assess options for strengthening the program while maintaining its concentration on the education of disadvantaged students.

The RAND study considered a broad array of questions. For example, can Chapter 1, as currently financed, respond to recent increases in the incidence of poverty? What new possibilities for program improvement would emerge if federal funding for the education of disadvantaged students increased substantially? What are the consequences of alternative approaches for distributing funds and selecting students, and for increasing the level of resources available to low-income school districts? Can federal funds be used as an incentive to encourage greater school finance equalization? Is there any reason to believe that low-income students will benefit if the focus of Chapter 1 changed from supplemental services to "schoolwide improvement?" What are the effects of current Chapter 1 testing requirements?

Shorn of its legislative and regulatory complexity, Chapter 1 is designed to do two things: (1) deliver federal funds to local school districts and schools responsible for the education of students from low-income families and (2) supplement the educational services provided in those districts to low-achieving students. School districts with ten or more children from families below the poverty level are eligible to receive Chapter 1 funds.

Chapter 1 uses two separate formulas to distribute funds: the Basic Grant and a separate Concentration Grant. The Basic Grant provides money to the counties of each state, based on the number of low-income children and state per pupil expenditures. Where school district and county boundaries do not coincide, the state divides county allocations of Chapter 1 funds (as determined by the incidence of poverty) among the districts.

The Concentration Grant provides additional money (10 percent of Chapter 1 funds) to counties if at least 15 percent, or 6500, of the children aged 5 to 17 are from families with income below the poverty line. However, this grant has little concentrating effect; instead, it spreads a relatively small amount of money quite broadly.

School districts allocate funds to schools according to poverty and achievement. Schools select eligible students not on income criteria, but on the basis of "educational deprivation," normally determined by performance on standardized achievement tests or by teacher recommendations.

As a result, Chapter 1, for the most part, provides supplemental services to individually selected children within a school. Typically, funds are used for remedial reading and mathematics programs. Chapter 1 funds also support such programs as computer-assisted instruction, English as a second language, the teaching of reasoning and problem solving, early childhood activities, health and nutrition services, counseling and social services, and summer activities.

Chapter 1 provides essential supplemental services to large numbers of students nationwide. While it benefits many of these students, however, it has virtually no effect on overall school quality. It has not kept pace with the needs in either poor inner-city or poor rural schools. As designed, it cannot provide fundamental schoolwide improvements because (1) the amount of funding is small in relation to overall education expenditures and (2) the funds are widely dispersed. Further, because public school expenditures vary tremendously among states, districts in a state, and schools in a district, less money is devoted to the education of many Chapter 1 participants, even after the addition of Chapter 1 funds, than is devoted to the education of other children across the nation.

Indeed, Chapter 1's multiple purposes--an amalgamation aimed at assisting low-income districts while also providing funds for low-achieving children in wealthy districts--have produced a difficult combination of objectives: improving the overall quality of education in low-income communities while raising the achievement of the lowest-performing students in a large proportion of the nation's schools--all without sufficient resources.

Because funds are spread so broadly across states, districts, and schools, the neediest schools rarely have the resources to do much more than provide remedial basic skills programs. The funds certainly are not adequate to improve the quality of education generally--for poor children or for low-achieving children. In short, given the current level and distribution of resources, Chapter 1 cannot lead to comprehensive improvements in low-income communities.

The RAND study draws on (1) a comprehensive review of existing evaluation data on Chapter 1, (2) invited commentaries by 91 policymakers, researchers, and educators (teachers, principals, and administrators) describing the strengths and shortcomings of Chapter 1, and (3) a commissioned study of federal options for school finance equalization. The study reviews the program's accomplishments, assesses the status of Chapter 1 today, and argues that it needs to be fundamentally reshaped to meet the challenges of tomorrow.

RECOMMENDATIONS

The report recommends a new three-part federal strategy for meeting the needs of low-income students: (1) increase Chapter 1 funding for the lowest-income school districts and schools, (2) reformulate Chapter 1 to encourage better education for low-income children of all achievement levels, and (3) use a separate general aid program to provide incentives for equalizing overall funding within states.

1. Increase Chapter 1 funding for the lowest-income school districts and schools.

The existing Chapter 1 funding mechanism spreads the available funds thinly and widely, taking little account of the disproportionate educational problems faced by school districts with high concentrations of poor children and the serious underfunding of their schools. Because of the high correlation between poverty and educational problems, children in poor schools need substantially more educational resources than do more affluent children, yet they receive much less. While school districts receive larger amounts of Chapter 1 funding as their numbers of low-income students increase, districts with high concentrations of low-income students do not receive larger allocations per poor pupil.

The proposed changes would alter the distribution pattern by providing substantially greater aid per low-income child to the districts and schools with the most severe poverty-related problems. Chapter 1 funds would be concentrated by merging the present Basic Grant and Concentration Grant formulas into a single weighted formula that provides more money per poor child as the proportion of poor children in a district increases. For example, a weighted formula might be designed so that an urban or rural district with, say, 70 percent of its children from families with income below the poverty line would receive twice as much Chapter 1 money *for each low-income child* as an upper-income suburban district with, say, only 8 percent of its children from poor families.

Funds would be allocated first to states (rather than to counties) and then to the school districts in each state. Retaining the county-level formula would reduce the accuracy of allocating Chapter 1 funds in relation to poverty concentration when counties contain districts with very different concentrations. Los Angeles County, for example, includes extremely wealthy districts like Beverly Hills and very poor, almost all-minority districts like Compton. If Los Angeles County received an allocation of Chapter 1 funds based on its countywide average poverty rate, the poorest districts in the county would not receive aid commensurate with their high poverty concentrations.

Under the formula that we propose, almost all districts currently eligible for Chapter 1 would continue to receive some funding. In practice, the level of funding in a district would depend on the combined effects of (1) the overall Chapter 1 appropriations and (2) the degree of weighting for low-income districts built into the formula. Because of the needs of low-income school districts, consideration should be given to the use of a formula weighted by concentration of poor children regardless of the overall level of Chapter 1 appropriations.

Similar weighting could ensure that the funds went to the poorer schools in a school district. The objective is to increase substantially the resource levels available to these schools so that they can fundamentally change their education program.

We further recommend that school districts use only poverty criteria, rather than the current mix of poverty and achievement criteria, to allocate funds to schools. The use of poverty criteria would eliminate current perverse incentives that increase funds for schools as numbers of low-achieving children increase, while decreasing funds for schools reporting achievement gains.

Finally, the proposed strategy should be implemented so as to ensure that the federal funds do not replace what otherwise would have been spent. A strategy designed to provide sufficient resources to high-poverty schools becomes meaningless if those resources simply replace state and local expenditures. We recommend, therefore, strengthening the comparability regulation so that it creates real resource equality among schools before the addition of Chapter 1 funds. Such a requirement would increase substantially the total resources available to the lowest-incom: schols. The current variation in dollar value of the assets in schools can vary by a factor of two. A large part of the difference is caused by teacher allocation: The neediest schools usually get the teachers with the lowest levels of experience and education. Chapter 1 could promote real comparability, for example, by requiring that the dollar per pupil operating costs of schools must be equal (say, within 5 percent) before Chapter 1 funds are made available.

2. **Reformulate Chapter 1 to encourage better education for low-income children of all achievement levels.**

Provided they are sufficient for the purpose, Chapter 1 funds directed to low-income communities should be used to encourage schoolwide improvement in the designated schools. This recommendation is based on the evidence that low-, moderate-, and high-achieving children in schools with large concentrations of poor children have fewer educational opportunities than do children in more affluent schools. By reorienting Chpater 1 to serve the broad range of low-income children and by directing resources to meet that objective, Chapter 1 would have the potential to go beyond remedial basic skills instruction to provide significant improvements in the education available to low-income students, whatever their level of tested achievement.

Under existing law, schools with an enrollment of 75 percent or more poor students are permitted to use Chapter 1 resources to make overall improvements in their education programs (schoolwide projects) rather than limiting services to selected students. Some 2000 schools have implemented schoolwide projects to date, although more than 9000 schools are eligible. Many of these schools currently do not have the level of resources required to make schoolwide projects a viable option.

The level of Chapter 1 funding needed to make the widespread use of schoolwide projects a realistic option in the poorest communities will clearly depend on many factors. These include a school's per pupil expenditure, local costs of education, the characteristics of the existing educational program, start-up and training costs, and the special needs of the students served. While it would be unwise to set specific national funding levels for individual schoolwide projects, a general estimate of the number of schoolwide projects that could be supported at various Chapter 1 approppriations levels is needed.

A review of additional costs of schoolwide projects, magnet schools, and other "innovative programs" shows wide variations in per pupil expenditures. In Philadelphia, for example, schoolwide projects received an average of approximately $720 per *enrolled* student (i.e., including every student attending the school, not only Chapter 1-eligible students) in the 1992-1993 school year; the range was between $500 and $1000 per student. Similar variability holds for magnet schools. Additional costs of magnet schools in one district ranged from $400 to $1300 per pupil. Another district added between .5 and 5 additional staff members in magnet elementary schools, while a magnet high school received 9.5 additional staff to serve 325 students.

Robert Slavin's *Success for All* program spends about $1000 extra per pupil, while the figure for the *Reading Recovery* program is slightly higher. Sweden is reported to spend two to three times the national average on schools with high proportions of disadvantaged children.

The 1965 Title I legislation stated that local education agencies were eligible to receive grants equal to 40 percent of the average per pupil expenditure in the state (but not less than 80 percent nor more than 120 percent of national average expenditure per pupil), multiplied by the number of eligible poor children ages 5-17. This figure is considerably higher than the current national average expenditure per Chapter 1 student, which is estimated at about $1100 (based on appropriations for the 1992-1993 school year).

While these diverse examples of per pupil expenditures serve as a starting point for projecting Chapter 1 costs, they clearly cannot provide specific guidance. First, the expenditure figures vary greatly; second, systematic data are not available for each school on overall expenditures, on student needs, or on how the funds were used. Therefore, projections of Chapter 1 costs should not be based simply on what current programs spend but should also consider the broader context--school finance inequalities, as well as the greater educational needs of low-income children. In combination, these factors provide the foundation for makng a rough estimate of the expenditure level required to make a difference.

Based on these broad considerations, we have selected a Chapter 1 expenditure per enrolled student (as defined above) equivalent to the nationwide average expenditure per Chapter 1 student of $1100. That amount represents a 20 percent increment in funding relative to the U.S. average per pupil expenditure of $5500.

The $1100 expenditure figure is intended to serve as a guideline for estimating the overall level of Chapter 1 funding required to provide a critical mass of resources to the nation's lowest-income schools. It is not intended as the basis for legislating specific funding levels for individual schools.

With a per pupil Chapter 1 expenditure of $1100, a school with an enrollment of 500 students would receive $550,000 in Chapter 1 funds.

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In many cases, however, the proposed revenue increments still would not raise per pupil expenditures to the level of those in affluent districts. The increase would nevertheless provide a realistic opportunity for participating schools to make comprehensive schoolwide improvements.

The RAND study estimated the national cost of funding schoolwide projects at the per pupil expenditure proposed above in schools where the proportion of low-income students ranges from 75 percent to 60 percent. A funding level of approximately $9.1 billion would provide the critical mass of resources needed to make significant educational improvements in schools with an enrollment of 75 percent or more poor children (approximately 9300 schools) while continuing to fund the other schools at current levels. A funding level of $12.3 billion would serve schools with an enrollment of 60 percent or more poor children--that is, more than 16,000 schools or approximately one-third of the nation's Chapter 1 schools.

Adequately funded, schoolwide projects provide an opportunity to make fundamental improvements in the quality of education available in low-income communities. They do so by increasing resources to the neediest schools, providing services to low-income children at all achievement levels, and facilitating the design of a range of education programs. Schoolwide projects would also address the concern that Chapter 1 has created in some schools a "second system" of education that tracks students into special programs which substitute for the instruction that children would receive in their schools' regular instructional program.

Moreover, a combination of poverty, immigration, a weak local economy, and program fragmentation have rendered many schools incapable of serving the majority of their students. With dropout rates exceeding 50 percent in some schools and a serious lack of resources, it is hard to argue either that students need "just a little extra," or that a small minority of students suffers from selective neglect. Many of these students need help. Yet, Chapter 1 reaches relatively few of them, and ony in narrow instructional areas. The point is that some schools are so pervasively inadequate and underfunded that they need fundamental reform, not the addition of a few services at the margin.

The emphasis on schoolwide projects does not cancel the need for supplemental instruction or individual tutoring for particular students in some schools. Indeed, a blanket recommendation for schoolwide projects, universally applied, responds no better to the diversity of individual school and student needs than the prevailing, nearly universal practice of supplemental services for low-achieving students in designated schools. The new orientation simply provides options.

Moreover, Chapter 1 resources should continue to focus on supplemental services in schools that do not receive sufficient funds to implement schoolwide projects. If the current limited Chapter 1 resources went into the overall school budgets, many children now receiving special services would probably lose them, while the quality of the educational program would not improve noticeably.

It is hardly meaningful to recommend schoolwide projects in a school that receives only enough Chapter 1 funds to support (as is often the case) one aide or a part-time teacher who has time to work only with children who score below the 15th or 20th percentile in reading. Educational choices are limited by funding--the question of the "optimum" Chapter 1 program (whether schoolwide projects or services to individually selected students are the best approach) cannot be separated from the level and allocation of resources.

The argument is made, however, to continue to permit schools with high poverty concentrations (perhaps reducing the criterion from 75 percent to 65 or 70 percent) to implement schoolwide projects even if funding does not increase substantially. In this view, supplemental services cannot begin to address the widespread educational problems in high-poverty schools. Permitting schoolwide projects in these schools is a reasonable option.

If schoolwide projects are widely adopted, however, policymakers should be realistic about what the projects can--and cannot--accomplish. Permitting schoolwide projects is not the same as funding them adequately; without sufficient resources, schoolwide projects are unlikely to translate into significant schoolwide improvement.

3. Use a separate general aid program to provide incentives for equalizing overall funding within states.

The first two recommendations--increasing resources to the neediest communities and reformulating Chapter 1 to serve low-income children at all achievement levels--can lead to significant improvements in the quality of education in poor communities. By themselves, however, improvements in Chapter 1 cannot address a more fundamental problem in U.S. public education: the large disparities in expenditures across school districts.

State and local financial disparities obviously hinder the achievement of federal goals for the education of low-income students. As a practical matter, if the goal is to give the typical economically disadvantaged child in the United States greater (hence compensatory) educational resources than the typical advantaged child, the federal government has to include some effort to equalize base expenditures.

One option is to use the current Chapter 2 Block Grant program, which is essentially general federal aid to education, as the base for a system of fiscal incentives for funding equalization within states. It appears feasible, with available data, to consider the implications of using Chapter 2 to encourage equalization and to analyze the costs and the political and legal context for school finance reform in each state. That analysis would provide the best basis for assessing both the potential effectiveness of incentives for equity and the likely distribution of the proposed incentive grants among states.

Given the current federal budget deficit, massive initial funding for equalization incentive grants would seem unrealistic. A demonstration program, however, could be phased in with relatively modest initial funding. For example, between $1 billion and $2 billion in equalization incentive grants might be distributed initially, rising to perhaps three or four times that much over a period of years. In this case, a gradual phase-in would serve the specific purpose of allowing the states time to take the difficult steps needed to equalize their systems before the stakes become too high.

Our analysis shows that the use of a block grant--for example, Chapter 2--for increasing the federal role in school finance equalization has advantages over alternative approaches. However, its feasibility as a major national program can be determined only by a demonstration that would provide information about how the incentive system would work in practice and about its associated costs and political implications.

The study strongly recommends against using Chapter 1 for this purpose. First, some states would be forced to turn down the Chapter 1 funds because they did not have the resources to increase expenditures to poor districts. Second, Chapter 1 participants already harmed by unevenly distributed education expenditures, would be further harmed if federal funds were withdrawn.

PROGRAM ACCOUNTABILITY AND ACHIEVEMENT TESTING

The RAND study calls for fundamental changes in the delivery of federal education services. The proposed strategy involves substantially increasing funding for the nation's lowest-income districts and schools, thereby facilitating the adoption of schoolwide projects focused on enriching the educational experiences of low-income children of all achievement levels. These changes will require a new concept of accountability in Chapter 1.

Until now, two distinct approaches have characterized program accountability. The first approach involved national evaluations of Chapter 1, as well as studies that provided a more general sense of

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trends in the education of low-income students. The general studies included information about (1) resources and educational programs in low-income schools and (2) student attainment, including test scores, grades, promotion rates, attendance rates, high school graduation, and college attendance. The best of these studies have served the education community well in the past and can be expected to continue to provide essential information about both the effectiveness of Chapter 1 and, more generally, trends in the education of low-income students.

The second approach consisted of annual programs of achievement testing at the local level for purposes of accountability. For reasons described below, the study concludes that this approach has had adverse consequences and should be replaced by accountability methods that are more consistent with the reformulation of Chapter 1 recommended in this report.

Chapter 1 testing of students currently permeates virtually every aspect of the program. Students are tested first to determine program eligibility and, at the end of the year, to see how much they have learned. Policymakers hope that the more they hold schools accountable for the test scores of Chapter 1 students, the more their educational programs will improve. Instead, the proliferation of testing has led to a diverse set of problems and negative incentives:

- The testing encourages the teaching of a narrow set of measurable skills. The mandated tests--and the rote learning associated with them--are particularly common in classrooms with high proportions of low-income and minority children.
- The use of test scores for funds allocation typically results in less funding for the schools that make achievement gains. The reliance on test scores, therefore, works against schools that have strong programs in the early years or promote successful students out of Chapter 1. If they succeed, as defined by the test scores, they lose money.
- The quality of an education system, of an individual school, or of a specific program--for example, Chapter 1--cannot be measured simply by comparing test score fluctuations from one year to another, or by comparing schools or classrooms on test scores. The reason is that the results do not control for changes in student population, incentives for encouraging certain students to take (or not to take) the test, or the consistency, or lack of it, between the test and the instructional program. Further, tests clearly cannot separate out the effects of the Chapter 1 program, which accounts for less than 7 percent of a student's instructional time, from the overall instructional experience.

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The current Chapter 1 testing requirements do not lead to improvements in education. They tell us only what we already know--the effects of inadequate resources and poverty on the learning experience.

According to one argument, however, testing can be improved by developing innovative new tests, often called "authentic tests," which would include performance assessments, essay exams, and portfolio assessments. Little attention is paid to how long such tests would take to develop, how much they would cost and, indeed, whether they could be administered on a large scale, particularly for purposes of national accountability. Authentic assessment for all Chapter 1 schools does not now exist. Moreover, it would be expensive to develop and administer, although it might be useful for research or diagnostic purposes.

Quite apart from the detrimental effects of testing on individual students and classrooms, the use of such tests to trigger school district and state intervention in poorly performing schools is questionable. The 1988 Hawkins-Stafford amendments added new provisions to encourage program improvement and greater accountability. In general, Chapter 1 programs deemed to need improvement are those in which aggregate achievement scores of participating students show either no change or a decline over the course of a year. Districts are required to intervene to upgrade performance in such schools. Following district intervention, states are authorized to help design and implement joint state-district improvement plans for schools that continue to show no improvement.

By the 1991-1992 school year, 10,582 schools in all 50 states had been identified as needing improvement. Six out of ten were in the first year of program improvement; 33 percent in the second year; and 6 percent in the third. Not surprisingly, schools in high-poverty districts (those in which 21 percent of the population are poor) were three times as likely to be in the program improvement category as schools in low-poverty districts (those in which less than 7 percent of the population are poor).

Unfortunately, the tests that determine the need for program improvement are inherently unreliable and therefore not well suited for the intended purpose. In the nationally representative Chapter 1 Implementation Study, about one-half of identified schools "tested out" of program improvement in the second year without making any changes in their Chapter 1 program. The scores improved because of a variety of circumstances that could not be identified. Test scores tend to fluctuate so much from year to year--apart from changes in the quality of education--that many schools identified as requiring program improvement apparently did nothing but wait until the next testing period, successfully counting on "testing out" of the requirements.

These findings do not mitigate the importance of district or state assistance to "failing" schools. They do, however, point out the impracticality of mandating this intervention nationwide based on test scores.

In short, the evidence from both research and practical experience suggests that federal testing requirements do not lead to improvements in education. This conclusion also applies to recent proposals to increase Chapter 1 accountability requirements as a trade-off for reducing other regulations. The fact is that these proposals cannot be implemented without continuing to incur the negative consequences of current testing practices.

The study recommends, therefore, that federal requirements for Chapter 1 testing--either for purposes of accountability or for determining student or school eligibility for program participation--be eliminated. Chapter 1 students should take the same tests routinely given to other children in their school district. Federal testing requirements would cease to influence the educational program in low-income schools, to encourage the teaching of a narrow set of skills, and to create perverse incentives that punish schools for raising achievement.

Instead of federal requirements for Chapter 1 testing, a system is needed to encourage accountability at the local level. The study proposes revising the program improvement concept to encompass far broader measures. These might include (1) indicators of student performance and progress, for example, grades, attendance, promotions, and dropout rates; and (2) information about the schools' educational program as shown, for example, by course offerings, class size, and teacher qualifications. Chapter 1 schools could provide this information to district officials, who would, in turn, report to state Chapter 1 officials. The choice of specific measures should be left to the discretion of states and localities, which have the best information about both the availability of data and the measures that would most closely reflect a district's educational program.

This approach combined with national studies and evaluations, would provide valuable information to all involved with Chapter 1: Federal policymakers could draw on the results of national evaluations to gauge the effectiveness of the national effort; elected federal officials would be alerted to significant progress or problems in schools in their own constituencies; state officials would have statewide access to district reports; school district officials would have much richer information on operations in their own Chapter 1 schools and the problems that these schools face; and parents and community leaders would be able to judge how well their local schools were doing.

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MYTHS AND REALITIES

Despite the growing severity of the problems Chapter 1 was designed to address, the program has not been modified to respond to the realities of increased poverty and vast differences in educational expenditures between rich and poor school districts.

- The first issue is financial: Schools serving many low-income students need more resources.
- The second is a matter of focus: Federal funds should be directed to the areas with the largest ocncentration of these youngsters.
- The third issue involves educational and policy coherence: If sufficient resources are available, Chapter 1 can play a much more significant role in improving education in our poorest communities by encouraging schoolwide improvement.

In this difficult fiscal environment, certain myths about educational performance in low-income areas have weakened effective federal efforts to reform and improve Chapter 1.

The first myth is that federal education programs do not work. This is the most destructive myth of all because it is so succinctly stated and easy to understand, and, if true, it would destroy the entire rationale for Chapter 1.

But the myth is demonstrably false. National evaluations of Chapter 1 show that the students are making gains in basic skills. Moreover, despite the public rhetoric about American education, we found no evidence that student achievement has declined in the past generation. Our students' educational accomplishments equal and in many cases surpass those of students in previous years. With respect to minority choldren, prime targets for Chapter 1, the National Assessment of Education Progress reports achievement gains.

The second myth, a corollary of the first, holds that the nation cannot solve educational problems by throwing money at them. That is true only if one assumes that offering poor children the opportunities routinely available to their more affluent peers is the same as throwing money at a problem. Teachers' expertise and class size do matter.

Clearly, some schools--rich and poor alike--use money more productively than others. However, without adequate funding, even the best intentions cannot reduce student-teacher ratios, or support essential tutorial programs for small groups of students. Nor can underfunded school systems attract the best teachers. Teaching salaries influence teachers' career decisions--whether they will teach for one year only, or for long enough to gain expertise. Salaries also have an influence on where teachers choose to teach. And because, all things being equal, teachers prefer districts with high socioeconomic status (SES), low-income districts need to pay higher salaries to attract the best teachers.

The conditions in low-income schools--overcrowded classrooms, inexperienced teachers, shortages of counselors, science laboratories that lack even rudimentary equipment, obsolete instructional materials, decaying facilities--cannot be alleviated without additional resources. A judge in a school finance case put it this way: "If money is inadequate to improve education, the residents of poor districts should at least have an equal opportunity to be disappointed by its failure."

The third misconception holds that low-income children actually receive, because of perceived federal largess, more funding, and hence more educational services, than do more affluent youngsters. Therefore, the argument goes, why aren't these students making more dramatic achievement gains?

This myth amounts to little more than a denial of reality: Large differences in education expenditures exist *even after the addition of Chapter 1 funds*. Federal programs do not provide anything close to the level of funds needed to compensate for the large inequalities in resources between low-income and more affluent districts.

The final myth proposes that schools can be reformed without new resources in low-income areas and without also dealing with problems in surrounding communities. Indeed, the educational problems in low-income schools cannot be separated from the problems of poverty and unemployment in the larger society. In recent years, several proposals --the restructuring of schools, the introduction of vouchers, and the use of national standards and national testing--have been put forward as the reforms needed to strengthen the nation's education system. These proosals do not begin to address either the severe problems of poverty in our inner-city and rural schools or the serious underfunding of these schools.

Up until now, the nation has chosen not to make the needed investment in low-income schools. Under the circumstances, policymakers should be realistic about what can and cannot be accomplished by rhetoric about world-class standards, accountability, or choice. Setting vague and unrealistic goals, or constructing additional tests, does not substitute for high quality education. We will not produce better schools--no matter what peripheral reforms are implemented--unless we address the serious underfunding of education in poor communities. Further delays will result in diminished opportunities for this generation of low-income children.

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Constance Clayton, former Superintendent of the Philadelphia Public Schools, summarized it this way in a paper written for the RAND study: "We must face every day the realities of the unequal hand dealt to our children and to our schools."

PREPARED STATEMENT OF RICHARD L. NERO, SR.

Mr. Chairman and distinguish members of this committee, I sincerely appreciate the opportunity to be here today. I am proud to share my views on Chapter 1 of the Elementary and Secondary Schools Improvement Act and the proposed re authorization of Chapter 1 (P.L. 100-297). It is a Topic of special importance to me. I feel especially close to the needs of both low-income parents and children who struggle to achieve autonomy in these trying times.

As a father, grandparent, a legal guardian of an 8 year old granddaughter, Chairman of the Board of Directors of the National Coalition Title 1/Chapter 1 Parents, and a taxpayer, I am grateful for the opportunity to take part in what promises to be the greatest National debate over the re authorization of the federal approach to educating disadvantaged children since the Elementary and Secondary Education Act (E.S.E.A) was passed in 1965.

We have very strongly favored re authorization of Chapter 1 of the Elementary and Secondary School Improvement Act (P.L. 100-297). The dramatic successes of the Chapter 1 Program and its predecessor, Title 1 E.S.E.A., clearly demonstrate the wisdom of the framers who envisioned federally funded school programs that exceed State and local community resources to develop educational opportunities for educationally deprived children.

My remarks will lend some historical perspective to the question of the need for and value of continued funding of the Chapter 1 Program. The program has successfully served millions of children over the years, but left still untold millions unserved because of the failure to fully fund the authorizing legislation. Perhaps the best place to begin my discussion is to explain why there is presently such a spirited interest in the impact poor parents have upon the lives of their children.

The high correlation between low-income and low-achievement is no accident. For a variety of reasons, poor children do poorly in school. One reason is because public schools do not really know how to educate the children of the poor.

Since the public school desegregation efforts, beginning with the Brown Decision in 1954, our school system has undergone various kinds of reform measures and moods. In the 60's, the civil rights era when everyone was interested in alleviating past injustices, the emphasis was on curriculum reform and what was relevant to an individual's personal lifestyle and experiences. From this era, in 1965, came Title 1 of the Elementary and Secondary Education Act (ESEA), designed to improve elementary and secondary education program for educationally deprived children in low-income areas. It was hoped that the "special assistance" program would raise their educational level and alleviate the many educational deficiencies.

The framers of the original ESEA statute were smart enough to realize that a compensatory education program designed and administered by professional practitioners alone, was not the answer. They saw Title 1 parents as an asset in solving the problem of the downward educational plight of their children. There is a history to back them.

There is ample historical research to demonstrate the importance of parents as the principle educators of their children long before any formal schooling existed.

With this knowledge, included into ESEA legislation in 1974 was a mandate calling for the establishment of Parent Advisory Councils (PACs) to advise local education agencies in the planning, implementation and evaluation of ESEA Title 1 programs. Even though they were mandated by law, the functioning and impact of *Advisory Councils* often depended upon the environment which prevails within the particular community. Federal regulations do not require and particular procedures or format for involving parents in the day to day operation of the Chapter 1 program. Often those provisions of the law calling for maximization of parental and community involvement are evaded in the routine operation of the schools.

Consequently, many poor parents today find themselves mere coordinators without any real choice or authority, maestros trying to conduct an orchestra of players who have never met and who play from a multitude of different scores. If poor parents are frustrated, it is no wonder; although we have the responsibility for our children's lives. We rarely have the voice, authority, or the power to make others see us as educators or even listen to us.

However hopeless it may seem, we must still push, struggle, and demand equal access and opportunity for our children and ourselves. We as parents are educators, whether deliberate or not. Schools were never designed to do all the teaching. We must not let the professionalization of education reduce our parental input or self-confidence. We yet have a role to play.

We can no longer afford to believe "the systems automatically adjust to all that aids our society." In may areas our children are failing, so we must initiate the change, set the strategy, develop the discipline and the timetable. We must be the agents of change. We yet have a role to play.

We must first care. Parental apathy does not begin to explain all that's wrong with the educational lives of poor children, but it's a significant part of what's wrong. It may be up to the teachers to teach, but it is up to the parents to instill in their children a sense of the importance of education and academic excellence, that makes teaching possible. Poor children have to believe that what the teachers are doing is worthwhile, or the teachers haven't a prayer of succeeding.

Consider parental attitudes as a factor having a direct influence on children's progress. There are several parental attitudes that can be detrimental to a child's growth. Excessive pride and indifference are two of them. A genuine respect for the child as a person, an understanding of his progress, plus expectation that he will do his best, are parental attitudes which favor a child's development. By focusing on a child's positive attributes, by giving him the credit and praise he deserves. A parent can help a child achieve his potential. According to the National Committee for Citizens in Education in Columbia, Maryland:

"When parents snow a strong interest in their child's schooling, they promote the development of attitudes key to achievement, and consequently their children tend to achieve regardless of their race or social setting."

The parent's role must go way beyond that. The educational climate of the 90's stresses accountability. Chapter 1 parents, and other poor parents of children enrolled in federal Compensatory Education Programs, must make certain that Teachers, Principal, Administrators, and Legislators are held accountable for the lives of our children.

The challenge for parents is to redirect the priorities and allegiances of the people responsible for the lives of our children (i.e., political, government, business and education leaders).

As Chapter 1 parents, it is imperative that we deal realistically and from a foundation of knowledge as members of Advisory Councils across the country. We must read, and ask questions when we don't understand, and be politically conscious of all that is going around us.

We must support school programs that develop our children, not those which rely solely on remediation. Programs designed to advance learning among Chapter 1 participating children. Eliminate performance deficiencies and return these some young people to appropriate grade levels and the educational main stream.

Let's get the concept of minimal competency testing in perspective. Poor children should not be penalized by testing programs that label them and their siblings as "failures." Labels stigmatize some children as inferior, limit the interaction between children with different labels, and narrow their social and occupational options after school.

We must monitor our schools to ensure that Chapter 1 funds are being spent specifically for Chapter 1 allowed services and participants, and that the Chapter 1 programs do not discriminate against children in such programs. Millions of children are being deprived of services Congress intended to be applied to them. Monitoring of schools should be an integral part of any concerned parent involvement operating procedure. We must be careful not to suffer "Tunnel Vision," where by we see Advisory Councils and their relationship with the system only. In order to assess the impact of

Chapter 1 on the local and State education's system Chapter 1 parents and the community need to look at the total environment of the school setting and the internal and external factors that may dilute and weaken the intent of the Chapter 1 program.

Parents must support those politicians who can deliver, acquaint ourselves with those congressional members who have impact on the Chapter 1 program and education in general.

We must support quality as the benchmark for education. We must want first-class education, with top-notch teaching, top notch materials, top notch facilities, fully incorporating the involvement of parents and the community in their design, implementation and evaluation.

Finally, we must make demands on ourselves to work for our schools, to help our children study and learn, encourage our peers to become involved.

The nation today needs to mobilize and educate as fully as possible those whose talents will enable them to be professional people and who's developed skills are indispensable to our highly mechanized society. Even more fundamental need is the need for an enlighten, public spirited, stable electorate, and within each state and community, men and women who can exercise wise leadership.

We all agree that education has contributed significantly to the progress of the nation. However educational changes in most of our states have been relatively uncoordinated and poorly planned. The concern with the grown and the fulfillment of the child has long been neglected and there has been a failure to utilize many appropriate and effective techniques in all levels and aspects of education. Though to add insult to injury, the failing economy increasingly worsens society's willingness to address meaningful educational reforms that will benefit educationally disadvantaged children.

As in the past, and even today, urban school districts have been starved and neglected financially when one level of government has increased its contribution, other levels in turn have decreased theirs, leaving the urban schools behind its more affluent suburban neighbors.

Educators, Teachers, Administrators, Supervisors, and Para-Professionals are the facilitators of learning. The lay citizens -- the concerned taxpayers - recognize that education is an investment in mankind, in society, and in the overall well being of the nation. Civic leaders, politicians and legislators must recognize that only through adequate planning and funding, can these public education crisis situations be minimized. Real progress occurs, and appropriate returns on our educational investments be ensured.

RE AUTHORIZATION

Title 1 of the Elementary and Secondary Education Act was signed into law by our late President Lyndon Baines Johnson on April 11, 1965. During its history, this landmark legislation has led to the development and refinement of compensatory education while never losing sight of the fact that the needs of children are paramount, that is children are the purpose and reason for the law.

The phenomena of then Title 1, now Chapter 1 program served as a catalyst for change in other areas of education. Despite the relatively small proportion of funds allocated, this program is producing enormous multiplier effects.

Ample evidence now exists which indicates that children in that early Title 1 programs were closing the gaps with other children, or at least they were maintaining their relative position rather than falling father behind.

Data from a joint study by the Educational Testing Service and the R.M.C. Corporation published in 1976 indicated that Title 1 was not only halting the decline in reading achievement levels of educationally disadvantaged children, but also improving their reading skills at a faster rate than students without special assistance.

Research published by the Educational Policy Institute in 1976 on "Patterns In Reading Achievement Among Title 1 Children" as reported in state evaluation reports points out that children in the Title 1 programs made an average gain of one year and one month per school year.

The General Accounting office's studies of reading achievement among then Title 1 students indicated that 40 percent of the children surveyed were achieving a year or more of progress in reading for a school year. These facts and data were repeatedly matched or surpassed in the late Title 1 program across the nation. Reformation of the program and implementation under Chapter 1 of the Elementary and Secondary Schools Improvement Act (P.L. 100-297) ushered in a deliberate erosion of the official role and involvement of parents in the operation the program.

Involvement of parents and the community that had proven valuable and potent element, in the process of raising education participation, performance and achievement levels in the target population, was relegated to option status. School districts and even individual schools were permitted to receive funding while wholly rejecting organized parental participation. Such districts and school were permitted to outright discard or to contemptuously discount parental involvement and training as expendable.

The exhultance of the professionalization of education held sway as two generations of disadvantaged youth lost touch with its struggle for quality education.

Throughout, parents and concerned members of the community have fought for greater voice in the matter of the operation and design of the Chapter 1 program. Historical evidence suggests that the parents role, when empowered, widely contributes to the health and success of compensatory education programs in general and Chapter 1 (E.S.S.I.A.) in particular.

Based upon the Title I program's proven track record of remediation and the Chapter I programs continuing demonstration of the efficacy of Compensatory Education, we therefore, recommend that Chapter I of the E.S.S.I.A. be continued for nine years additional years through 2002 as proposed by the Harvard Center for Law and Education.

Furthermore we recommend, that such re authorization mandate the involvement and training of parents and the community to enable them to maximize their contributions and opportunities for involvement

FUNDING LEVELS

Across the ten regions of the country we receive reports of inadequate funding today. The situation has never been abundantly funded, not even from the very beginning, but spending today is precariously close to prescribing failure.

When the Elementary and Secondary Education Act were implemented in 1965, annual expenditures were expected to reach $5 billion by 1969.

It could be said that some officials were too optimistic, the FY77 authorization was only $2.285 billion. This was especially modest when compared to the administration's request for a budget with outlays reaching $440 billion for FY1978, and outlays for the Department of Defense totaling $124.3 billion.

From its inception the E.S.E.A. received less than $1.7 billion a year and did not pass the $2 billion until 1975. With public school operating budgets totaling over $66 billion, the Title I budget represented only a three percent expenditure. At the same time approximately seventy-five of the nation's school districts received less than 3 percent of their budgets from the E.S.E.A. and only eleven percent of the districts did the act contribute more than seven percent of total school budgets.

According to the United States Office of Education, in 1968 the Title I program served approximately 7.8 million children at an average level of $378.00 per child. In fiscal year 1977 only 5.2 million children received assistance at the same average service level. This is a result of a decrease of 30 percent in real spending for Elementary and Secondary Education programs.

We maintain that the funding picture and the level of commitment to this very day have not significantly improved. It can be argued that with the advent of school based management and school wide projects, disbursement of available allocations encompasses a greatly extended population without proportionately increased funding. It is unreasonable to expect accountability in the face of such sheer fiscal irresponsibility.

Contemporary solutions to our education ills demand increased and full funding of Compensatory Education in general, and Chapter 1 in particular.

Data demonstrate the efficacy of the program throughout its history working with less than ample resources. Yet countless numbers of those in need were not served because there were not enough dollars to go around. Current estimates indicate that nationally only 57 percent of the children eligible for Chapter 1 actually receive assistance. Our economy and our international commitments require a highly educated populace to supply necessary brain power for global development. Without full funding of Chapter 1, a very large segment of school children will fall farther behind in the race to secure for America a future purchased with the talent and output of its people. We dare not assume that these minds are expandable or incapable of discovering the equivalent of flight, the atom, a cure for polio or the like.

Inflationary trends and recessions are continually driving up the cost of providing adequate educational services and even with the other increases in appropriations nearly 8 million children in need of assistance will be rejected.

Added to this distressing account continuing reductions in State and local funding, school-wide projects, and nonstop escalation of costs, and it is difficult to believe that anyone imagines our government's effort to be exhaustive or undertaken in anticipation of eliminating or even significantly reducing the problem of educational deficiency among the nation's disadvantaged learners.

We, therefore recommend that Chapter 1 be fully funded in order that all eligible children can receive assistance.

Furthermore, we recommend, that funding be restricted to services exhibiting the highest level of need for Compensatory services, so that available funds more effectively treat the precise problems of the deficient learner.

Further, we recommend, mandated establishment of the paid position of Parent/Community Liaison or Coordinator (subject to selection and approval of the Parent Advisory Council) to promote parental involvement and to advocate on behalf of and in the interest of parents and community members to ensure continuing and informed parent participation.

FUNDS ALLOCATION

When Title 1 was originally enacted in 1965, its primary purpose was to give special and long needed attention to the education of the children of the poor, who need the best our schools can give, and who usually receive the worst. This legislation was a commitment to end the paralysis those poverty breeds. A paralysis that is chronic, contagious and runs on from generation to generation.

Because of the increasingly different problems faced by nearly every urban area and the concomitant problems they all face in funding adequate educational programs, it is extremely important that financial assistance be provided to school districts on the basis of the number of low-income families residing in the district.

We, therefore, recommend that the distribution of chapter 1 funds be based upon a poverty measure and then utilized within each eligible attendance area on the basis of highest education need among eligible children.

Furthermore, we recommend that funding be directed to its full extent without diffusion, exclusively to and for children identified as those eligible for Chapter 1 services and most academically deficient.

PARENT INVOLVEMENT

The education amendments of 1974 strengthened and expanded the concept of parental involvement in education by mandating Parent Advisory councils at both school and district level to provide viable input with regards to the planning, implementation, and evaluation of E.S.E.A. Title 1 programs. Information available on successful Chapter 1 programs, and their Title 1 predecessor, indicates that one of the key elements consistently found is parental involvement. Presently legislation suggests, but does not mandate Parental involvement in Chapter 1 programs. No provision was made to encourage the inclusion of parents beyond cursory considerations.

The concept of Parent Advisory Councils throughout the nation expanded over the years. Members of the local parent council participate in all facets of their school's Chapter 1 programs. This structure provides the parents an opportunity to discuss and solve problems that are of mutual concern and specific to their particular geographic area of the school district. Recommendations from the Advisory Councils meeting are transmitted from the local councils to the district wide Chapter 1 Parents Council (and vice versa) by the respective representatives to the local parent councils.

Evaluation of the E.S.E.A Title 1 program indicated that the involvement of parents was an extremely important factor in the operation and success of the program.

This involvement is, even today, exemplified be the attendance of more than 5,000 parents at our regional and National conferences of the National Coalition of Title 1/Chapter 1 Parents.

In order to further facilitate the planning and monitoring of Chapter 1 programs and parental involvement at the State level, State wide parent Advisory Councils should be mandated for the following reason,

**To provide State wide parent organization that will become a liaison for local parent councils to Solidify their effectiveness and to amplify the importance of their role.*

** To provide a mechanism for individual parents and parent groups to become more effective in the decision making process on the local, State, and Federal levels through training in management and leadership skills.*

** To provide a mechanism that will allow for the discussion and amelioration of parents council problems at the local level.*

** To establish an organization, representative of Chapter 1 parents across the State, to rally the need for and continuation of Federal, State, and Local support of education programs for educationally disadvantaged children.*

** To become involved in the State level policy decisions wherever possible (i.e., policies relative to E.S.S.I.A. Chapter 1, review and interpretation of Federal regulations and State policies, etc.)*

**To provide leadership and technical assistance to individual parents, and parent councils throughout the State.*

** To participate in Chapter 1 Regional and State wide training programs, workshops, and conferences.*

** To establish a communication network between the State wide Council and all local councils.*

We, therefore recommend the inclusion of mandated Parent Advisory Councils at the State, school district and local school level. Stronger legislation that will empower these councils to fulfill their mandated obligations.

We further recommend that Parent Advisory Councils sign a set of assurances included in their district's funding application, indicating the they have been fully involved in all aspects of its preparation and planning, including a written plan for the ongoing participation of the Parents and community in the implementation and evaluation of the program.

FINALLY, we recommend , Parent Advisory Council's membership be selected by eligible Chapter 1 parents and consist of a simple majority of parents of the children to be served.

The recommendation I have addressed are not new, they were in the technical amendments in 1982. The amendments on Parental Involvement were deleted when Title 1 was changed to Chapter 1 in 1983.

We are recommending that since the name will be changed back to the original Title 1, that all the amendments that were deleted be reinstated. We do not want the wheel reinvented, the wheel is already in place.

I would like to close with a brief declaration that our children and this nation in which they live deserve every opportunity to develop and improve their educational resources. The E.S.S.I.A. Chapter 1 Program is a long range commitment that offers continuing hope to the disadvantaged and dividends to America as children are placed on the high road of global competitiveness.

We, therefore, call upon congress and all right minded citizens to approve the re authorization and funding of Chapter 1 for not less than nine years. Certainly, the world and our children will not be rewarded less of a commitment from the greatest nation on the face of the globe. The future of our children is at hand.

Senator PELL. This hearing is adjourned.
[Whereupon, at 11:47 a.m., the subcommittee was adjourned.]

PROFESSIONAL DEVELOPMENT: ESEA REAUTHORIZATION

THURSDAY, MARCH 24, 1994

U.S. SENATE,
SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES, OF
THE COMMITTEE ON LABOR AND HUMAN RESOURCES,
Washington, DC.

The subcommittee met, pursuant to notice, at 10:09 a.m., in room SD–430, Dirksen Senate Office Building, Senator Claiborne Pell (chairman of the subcommittee) presiding.

Present: Senators Pell, Dodd, Simon, Wellstone, and Jeffords.

OPENING STATEMENT OF SENATOR PELL

Senator PELL. The Subcommittee on Education, Arts and Humanities will come to order.

This is our fourth hearing on the ESEA reauthorization. On many occasions, I have said that the teacher is the linchpin to a high-quality education. Little if anything can be accomplished unless teachers are well-prepared. If they do not know their subject matter, the students suffer. If they do not know how to reach out and engage their students, the students also suffer. We must invest heavily, not only in the initial training but also in the constant upgrading of their skills.

The work of the National Board for Professional Teaching Standards is particularly important in regard to professional development. To my mind, board certification can mean to the teaching profession what it has meant to the medical profession. Because our doctors have to meet high standards, we have a high level of confidence in the medical care they provide. The same can be true with the teacher.

No person has been more devoted to improving the teaching profession than Governor Jim Hunt, and we are very glad that he is with us today.

I would add that I strongly support the thrust of the administration's professional development proposals. They build upon the accomplishments of the Eisenhower Math and Science Program. As the author of that legislation, I believe it is time to build upon those achievements and extend them to other disciplines, such as English, history, civics and government, and the arts. In doing that, however, we cannot let the gains in math and science slip away, and we must retain a strong priority in that area.

Finally, we cannot neglect the need for professional development among administrators and other education-related personnel. It is without question that parents must become more integrally involved in the education of their children. The trend away from such involvement must be reversed if we are to have an education system second to none in the world, and that is our intent.

I will turn to the ranking minority member, Senator Jeffords.

[The prepared statement of Senator Pell follows:]

PREPARED STATEMENT OF SENATOR PELL

This is our fourth hearing on the ESEA reauthorization. Today, we will focus entirely upon the very critical problem of professional development.

On many occasions I have said that the teacher is the linchpin to a high quality education. Little can be accomplished unless teachers are well-prepared. If they do not know their subject matter, the students suffer. If they do not know how to reach out and engage their students, the students suffer. We must invest heavily, therefore, not only in their initial training but also in the constant upgrading of their skills.

The work of the National Board for Professional Teaching Standards is particularly important in regard to professional development. To my mind, Board certification can mean to the teaching profession what is has meant to the medical profession. Because our doctors have to meet high standards, we have a high level of confidence in the medical care they provide. The same can be true with the teacher.

No person has been more devoted to improving the teaching profession that Governor Jim Hunt, and I am especially pleased that he has been able to take time from his busy schedule as Governor of North Carolina to be with us today.

I strongly support the thrust of the Administration's professional development proposals. They build upon the accomplishments of the Eisenhower Math and Science program . As the author of that legislation, I believe it is time to build upon those achievements and extend them to other disciplines, such as English, history, civics and government, and the arts. In doing that, however, we cannot let the gains in math and science slip away, and we must retain a strong priority in that area. Also, the State Higher Education Agencies have played an important role in identifying and assisting innovative math and science programs at the state level. We should encourage that to continue, and broaden it to cover other areas and disciplines as well.

Finally, we cannot neglect the need for professional development among administrators and other education personnel. And, of vital importance, we must place a new emphasis on parental involvement and development, a matter which will be addressed in greater detail at a subsequent hearing. It is without question that parents must become more integrally involved in the education of their children. The trend away from such involvement must, to my mind, be reversed if we are to have an education system that is second to none in the world.

I welcome our witnesses, and look forward to their testimony.

OPENING STATEMENT OF SENATOR JEFFORDS

Senator **JEFFORDS**. Thank you, Mr. Chairman.

I also want to welcome Governor Hunt and commend him for all the tremendous effort he has put into assisting us in the education area.

As we look toward the passage of the Goals 2000: Educate America Act, the issue of the professional development of teachers and administrators becomes critically important. For the first time, we are encouraging States and local school districts to adopt very high standards of academic achievement for their students and to rethink the way they provide educational services to the students under their care.

I want to State for the record, however, that while I do see a tremendous need for increased professional development, I see an equally important need for programs such as Chapter 2, which have provided schools and teachers with a flexible source of funds to support individual projects as well as school- and district-wide reform efforts. In fact, many school districts already use a portion of their Chapter 2 funds for professional development, but also use funds for other purposes, according to local needs and priorities.

In my own State of Vermont, for example, in 1993, 25 percent of Chapter 2 funds went to teacher training, and another 20 to 30 percent were used for curriculum development and the purchase of instructional materials.

There is no doubt that for States to undertake widescale reform of their education systems, they will need to make substantial investments in professional development of teachers and administrators. It is clear that in Vermont, with the adoption of the Green Mountain Challenge Reform Plan and the high standards and portfolio assessments that are a part of that, the State and local districts will begin to devote more resources to professional development. Not only will it be essential for them to recruit highly-qualified individuals to teach in the public schools and to provide them with the support and training they need as beginning teachers, but it will also be essential for them to upgrade the skills of existing teachers to ensure that they have access to the most up-to-date knowledge about subject matter and effective instructional practices.

In my mind, however, the decisions about what proportion of resources should be dedicated to professional development of this sort should be made at the State and local levels. Funds from a variety of current education programs can already be used to upgrade the skills of teachers, especially in Chapter 1, the Eisenhower Math and Science Program, Drug-Free Schools program, and others.

Unfortunately, until my one percent for education passes, funding a whole new program for professional development will only result in reducing support for other equally worthy programs, and I am not sure that I will be able to advocate that shift in funding priorities.

Mr. Chairman, I look forward to hearing from our witnesses today and to working with you to find the perfect answer.

Senator **PELL**. Thank you very much indeed.

Senator Simon?

OPENING STATEMENT OF SENATOR SIMON

Senator **SIMON**. Just a word, Mr. Chairman, before we begin.

First, I want to welcome Governor Hunt. There are people who are leaders in name, and there are people who are really leaders. Jim Hunt has really been an outstanding leader, and I welcome your presence here today, Governor.

I also want to note that one of our witnesses is the relatively new superintendent of schools from Chicago, Ms. Argie Johnson. I want to welcome her.

Then, finally, I just handed a note to my staff—we ought to check out how we did the Summer Institutes under the old National Defense Education Act. I run into more teachers who say, "You know, that really gave me a charge."

And when you talk about your one percent, Senator Jeffords, one of the reasons they get funding for that is because they put the word "defense" in there, the "National Defense Education Act." Maybe that is what you have to do with our amendment.

Senator **JEFFORDS**. Yes. That was our mistake yesterday.

Senator **SIMON**. So we have our toe in the water a little bit for teachers in these Summer Institutes, but I think this is an area where we could do a lot more.

Thank you, Mr. Chairman.

Senator **PELL**. Thank you, Senator Simon.

Senator Wellstone?

OPENING STATEMENT OF SENATOR WELLSTONE

Senator **WELLSTONE**. Mr. Chairman, I will be very brief.

I would like to thank Governor Hunt for being here. And I would say to you, Governor Hunt and the other panelists, I have been looking forward to this hearing for some time. I was a teacher for 20 years at the college level, and I spent about every 2 weeks in a school in Minnesota, and one of the things I find a little bit disheartening—although I find a lot of things heartening as well—is that a lot of teachers, when they talk about schools of education and the prior programs they have gone through, express a real strong feeling about the need for some change.

And it is interesting that Senator Simon mentioned the Summer Institutes. I think part of this National Writing Program that we have had, which at the moment is being cut—I would like to expand the concept of bringing some of the teachers of the year, and some of the outstanding teachers to be a part of Summer Institutes, and then those teachers go back into schools and do in-service training. I do not think it needs to be bureaucratic at all, but I do think there are ways that we can have a lot of rejuvenation and that we can really pass around a lot of these skills. And once again, I think one of the best ways we can do it is to take advantage of some of the really creative teachers and principals and administrators that we have—circuit riders, Senator Simon, who go around the State and meet with people.

There are a lot of innovative things we can do, and I know you have been involved in this, so I look forward to hearing from you and other panelists. I think this has to be an important part of our education reform effort.

Senator PELL. Thank you very much.

I will say to the panelists following Governor Hunt that we are going to have to terminate by about 11:45 this morning because some of us have an engagement with the President and the Vice President at midday today.

Before we begin I have a statement from Senator Dodd.

[The prepared statement of Senator Dodd follows:]

PREPARED STATEMENT OF SENATOR DODD

Mr. Chairman.

We have spent a good deal of time this past year looking at ways to improve public schools across the country. We have discussed national education goals, world class standards, and education technology. But all of these efforts will be for nothing without the involvement of highly skilled and committed educators.

Teachers are the bricks and mortar of our educational system. Each day, they teach children, interact with parents, work with administrators and other school personnel, develop lessons, and assist colleagues. In recent years, many other tasks have fallen on their shoulders. As more and more children come to school unprepared to learn, teachers have found themselves acting as surrogate parents, doctors, social workers, and nutritionists.

There is clearly no way our schools could function without our teachers—just as clearly there is no way our schools can improve without them.

The GOALS 2000 legislation, which hopefully we will see through the senate in the next several days, acknowledges the critical role of teachers in the process of school reform. The Reauthorization of the Elementary and Secondary Education Act takes the next critical steps in supporting teachers and bringing them along in school reform.

First, in providing support for the coordination of services to children, we will hopefully provide some relief for teachers from their new and burdensome social roles.

Secondly, and the focus of this hearing, the reauthorization provides substantial new federal support for professional development.

Professional development is the bridge that brings reform into classrooms across America. In nearly all professions, we anticipate that workers will receive continuing training—from aircraft mechanics to doctors. teaching is no different.

New and effective teaching methods have rendered the classroom of yesterday obsolete. In today's effective elementary classrooms, desks are not all lined up in rows—they are clustered together for group work; computers play a role as prominent as the blackboard; and various activity areas fill the corners of the room.

Likewise, new world class standards are redefining what our children can and should learn. While the national standards are voluntary, many states are moving to adopt challenging state academic and performance standards on which they will build their curricula.

Professional development effectively connects teachers with these efforts. Without this assistance, teachers remain isolated in their classroom—struggling under greater demands and teaching the way they have always taught.

With a record of success, the Eisenhower program serves a model for how we can assist all teachers and their students and bring them in touch with new standards, services and teaching methods. Clearly, we must not lose ground in the critical areas of science and math education, the historic focus of the Eisenhower program. However, we must extend the benefits of this program to teachers in other core subjects.

I look forward to today's testimony from witnesses with significant experience in this area. I am especially pleased to welcome Dr. Charles case who is the dean of the University of Connecticut's school of business as well as Governor James Hunt who I have been pleased to work with over the last several years in the establishment of the national board for professional teaching standards.

Senator PELL. Governor Hunt, the floor is yours. Your full statement will be inserted in the record if you care to summarize.

STATEMENT OF HON. JAMES B. HUNT, JR., GOVERNOR, STATE OF NORTH CAROLINA, AND CHAIR, NATIONAL BOARD FOR PROFESSIONAL TEACHING STANDARDS

Governor HUNT. Thank you very much, Mr. Chairman, and Senators on this subcommittee. I am delighted to be with all of you here today.

I thank you for the leadership that each of you gives, and I know something about that, and I am very proud of you, and you honor me by letting me come.

I appear before you first and foremost in my position as chairman of the National Board for Professional Teaching Standards; also as a Governor who has spent his entire public life working to improve schools and improve education and to help our children.

I am not here as an official representative of the National Governors Association, but I am the lead Governor of the Democratic side and Senator Edgar of Illinois is the lead Governor of the Republican side of the education leadership team. So I do have that credential, but I do not appear today for them.

I have spent the better part of the past decade, the time between my first two terms as Governor and then back in the governorship, those 8 years in between, I spent working initially with the Carnegie Corporation, helping to envision and plan and develop what I know to be one of the most important and successful professional development initiatives that we have ever conceived in this country for the teaching profession. I speak of the National Board for Professional Teaching Standards.

These past 10 years have really opened my eyes to the need for high-quality professional development of teachers if we are going to have the kind of high-quality education that our students need and deserve.

Let me just tell you how it has occurred to me. In my first 8 years as Governor, I did everything you can do in education. We did a lot of reform things in the State, and we put in tests. We did a lot of the things that were done, and we were one of the leading States to do it.

In the last decade, while those things continue to be important, and we must set higher standards, and we must have more of the right kinds of incentives and reform the workplaces, I have come to understand in my work with this board that the teachers are absolutely the center of it. You get a wonderful teacher in that classroom, and marvelous things are going to happen to the kids even if we do not do all the other reforms that we would like to do and that are important.

We have set up a Center for the Advancement of Teaching—some people call it the Aspen Institute for teachers in our State—in the mountains, Senator Wellstone—you ought to come to that. It is a marvelous place.

Senator WELLSTONE. If it is close to Asheville, I will be there.

Governor HUNT. We will see that you are invited, and we would like to have all of you come.

I just want to say to you that I see things in a different light now, and I think a clearer and more correct light in terms of what our priorities need to be. Indeed, Mr. Chairman, if the Federal investment and the increased investment that you are wisely making in new and demanding performance standards for students is to be successful, so that we can compete successfully in the world and be the kind of human beings we ought to be, then I would submit to you that we must put a far greater emphasis on the training and the preparation and the excellence of our teachers and the incentives for them to teach, including pay and benefits and other incentives.

My service on the National Board has also strengthened my commitment to our Nation's teachers and what they can achieve if they are given access to high-quality professional development, and if they are encouraged and supported to grow as professionals throughout their careers. They want to do it. They have good ideas about how to do it.

I would say to you that as we have developed these high and rigorous standards for what teachers need to know and be able to do, working in the National board, the people who have led are the teachers. They are the ones who want the high standards. They know what they are. They are committed to it, and they are obviously very committed to professional development so that teachers can do that.

I have learned from teachers all over the country, however, that what often passes for professional development, they sometimes call it "in-service training"—I do not know if you have ever heard that term or not; the folks who are going to be testifying today have—often is not of good quality, and the teachers know that. So after they have been asked to stay for that a time or two after school, when they are worn out, they do not have much enthusiasm for it anymore. Oftentimes they have been given no voice in it. They have not planned it like they are planning and leading our board's work.

I think we need to rethink professional development, gentlemen, and I think it needs to have several characteristics. First of all, it needs to be purposeful. It needs to be driven by a vision of standards and substance and well-targeted on key curricula areas. It needs to be teacher-driven. It needs to be focused on student learning and on high expectations for all students. It needs to become a priority for administrators and teachers. It needs to be ongoing and sustained and continuous, not just a one-time event that happens occasionally. It needs to have a strong clinical component—teachers need to be able to observe master teachers. Today, once they go into teaching, they are in that classroom, they stay in it and they cannot get out to do anything else. So often, they do not collaborate with colleagues, so they do not learn and grow.

They need to practice new techniques and have the opportunity to incorporate new content. They need to be observed by experts in their field and get their advice and their counsel. They need to be able to discuss their performance with exemplary teachers and with their colleagues and peers. Teachers need the time to try out new ideas and to understand and develop better ways to teach.

It is also clear that all of us policymakers can and should do much more to facilitate a new commitment to the ongoing professional development of teachers. Therefore, Mr. Chairman, I am very encouraged by the professional development proposal which makes up Title II of President Clinton's legislation to reauthorize the Elementary and Secondary Education Act. I applaud the President and Secretary Riley for their commitment to professional development, as evidenced by this title. I think that is so important.

This title says professional development is critically important in all of this. Other things need to be done, but I think holding that up is very important.

I also, Mr. Chairman, want to applaud you. You have been such a wonderful and committed and continuing supporter of improving education and teaching. I want to commend all of you on this subcommittee for the work that you have done—and I know where you have been through these years.

In the course of your deliberations on this measure, I hope that you will come to share my view that this proposal shows a keen understanding of the complexities and sensitivities of the issue, and a recognition of the real world in which teachers live. I also believe that you will surely find important and necessary improvements to make in the legislation. I do hope that you will continue the recognition of the National Board for Professional Teaching Standards that is in this legislation. We are part of many good things that are happening. I appreciate you holding us up in the way that you do, and I think it will be of help in all that we are trying to accomplish.

Now, we are able to undertake this important work because of your leadership, Mr. Chairman, and those of you on this committee, and that of Senators Dodd and Harkin and Chairman Kennedy in supporting the work of the Board. And I believe that continuing to have strong Federal support for National Board certification is essential to the success of its mission.

I also want to thank Senator Jeffords for your strong support. You have been a part of this and supportive from the very beginning, and Rick Mills in your State now is a good friend, and has been deeply involved in this Board's work when he was with Governor Kean of New Jersey. And, certainly, Senator Kassebaum has been a very big part of this.

To date, the Board, which began about 7 years ago, has raised over $54 million. We went into this as a public/private partnership where we would do most of the fundraising from the private sector. We have now raised a total of $54 million; $19 million of that has come from the Federal Government, to help us have better teachers—and that is, of course, because of the work of you on this committee.

Now, the National Board for Professional Teaching Standards is a nonprofit organization dedicated to setting, as I said, high and rigorous standards for experienced teachers and developing a voluntary assessment program to identify and certify the Nation's highly accomplished teachers. We expect to be launching the first two certificates nationwide this fall.

The institutionalization of this bold new program in America's schools, both public and private, will provide one of the most important systemic reforms in education possible in our lifetimes. This has never happened before. There has never been a nationwide effort focusing on increasing and improving the quality of teaching that had has the support of all the major education organizations as we do.

But National Board Certification is really much more than just the development of national standards and a certification program for teachers. We are doing that, yes, and it is important to those teachers. But it recognizes that while State licensing of beginning teachers is essential, we need to go far beyond that. We need a higher standard for accomplished teachers to seek and beginning teachers to aspire to. We need to send a signal to teachers that professional development does not end the day that they begin teaching. It is not something you do only when you are becoming a teacher. I have a degree in education. I did that practice teaching. It does not stop—it should not stop—when you finish that and you go into the classroom as a teacher.

National Board Certification goes to the heart of a quality education, which is the quality of the classroom teacher. And I would just suggest to you if you have any questions about how important this is, having that excellent teacher, think about the things that affected you in kindergarten through the 12th grade, and the memories you have. They are memories of those great teachers that affected your life, opened up the world to you. Once you do that for a kid, all kinds of good things follow. So we are working to help us have a lot more of those kinds of teachers.

Now, while the National Board standards will provide the learning curriculum for professional development where none now exist, the assessment process will enable teachers to measure the quality of their practice. The process for becoming a National Board-Certified teacher is itself designed to foster the improvement of practice. We know this to be the case from our initial work with candidates in the development and testing of the certification process that we are now going through.

Let me tell you what is going on with the National Board, and I think you will understand this. This school year has been a very exciting one for our work. We have been engaged in national field tests of our assessment packages for our first two certificates. One of those will be early adolescence, about the middle school years, English/language/arts, and the other is early adolescence general, that is, for the teacher who teaches all or most of the courses in a grade or developmental level.

Over 112 school districts nationwide, from New York to Fairbanks, have been involved in this field test. They together employ about 165,000 teachers, or 8 percent of our Nation's teachers. They responded to our request for participation in the field test network, and then volunteers from within the network, with experience teaching English/language/arts and teaching multiple subjects to early adolescents ages 11 to 15, became candidates, our first candidates, for the field test.

The assessment for these first two certificates includes several things, and I want you to hear these, because I think we have really developed a very effective and reliable way to measure—and better, frankly, than doctors or any other profession does.

Our assessment includes, first of all, a school position, including a site portfolio. The second part involves several assessment center exercises. And, there is a content knowledge essay examination—do they know the subject matter.

Our candidates work through the fall and early winter, preparing their school site portfolios. Just 3 weeks ago, they went to 26 assessment centers around this country and completed the remaining portion of their very rigorous assessments.

Now, the first portfolios require this. What does that teacher do out in the school in terms of that portfolio? They prepare videotapes of their instruction so that they can be looked at and analyzed and discussed later in the assessment center, and so that they can see themselves teach. They analyze samples of their students' work. They write reflective essays about their teaching, and they plan and implement a curriculum unit. All of that is part of that portfolio.

Just imagine what you go through in doing that—how much you learn, how much you improve.

Then, in the assessment center, activities include a structured interview where the candidate is asked to explain or defend his or her portfolio. Master teachers, ultimately, Board-certified teachers, go through that with them. There is a simulated exercise in planning instruction, planning your teaching. There is a cooperative group discussion exercise, an instructional analysis exercise, and an exercise that involves the candidate in the evaluation of student work samples.

The content knowledge section for the English/language/arts certificate, for example, includes exercises related to literature, to language variation, text selection and the teaching of writing.

That is what is involved in this assessment—no multiple choice items. All of it is aimed at emphasizing the use of knowledge in making judgments about ways to improve teaching.

From initial surveys of participants who have gone through this, here are some of the things we have heard. One of them said: "The portfolio development process has caused me to scrutinize every aspect of my teaching."

Another said: "Completing the portfolio has helped me tremendously as a teacher. It makes one stop and reevaluate the teaching/learning process."

Another said: "Working on this portfolio has forced me to be more reflective about my teaching and student learning. This has helped me to make positive changes."

Another one said: "I will be a better teacher whether I receive this certification or not." Even if they do not become a Board-certified teacher, they have become a better teacher; they understand it better, and they will be better.

And by the way, you have got a marvelous group of folks testifying today. One of them is Pamela Schmidt, a wonderful teacher from Iowa, who is in the process of becoming a Board-certified teacher. You might want to ask her what her reaction has been.

I believe very strongly, Mr. Chairman, that all teachers in our schools should be encouraged and supported by the system, by their peers, their administrators, by school boards, the legislatures, and the Governors, to consider preparing for and participating in National Board certification. The legislation before you recognizes this.

As Governor of North Carolina, we are already a step ahead of this legislation. We set up a statewide Friends of the National Board organization, involving people who have been to meetings and who have a great interest in it. That committee has recommended a number of things to our State board of education, which we will be doing and our legislature will be doing.

For example, we are going to be paying the assessment fees of candidates. Teachers do not make a lot of money. It is going to cost probably $1,000 or so to sit for this assessment. We, the State, ought to pay that. We are going to propose providing up to 5 days release time for the teachers who go through this, and providing successful candidates a one-time bonus of $5,000. And this was recommended by teachers. This is a sensitive area, how you reward this excellence and what they have proved in terms of their ability.

Now, other States and localities are taking other actions. Iowa, Oklahoma, and New Mexico have portability provisions in their laws. Oklahoma, Mississippi and Colorado are looking at incentives ranging from fee payments to bonuses to advancements on salary schedules. New Mexico has appropriated fees to pay for the candidates' fees. And Iowa has made funds available for fee defrayal; Kentucky is looking at other things; Fairfax County, VA, right here, is counting National Board certification as fulfilling one-half of the continuing education credits required.

It is important that we do things that provide incentives for teachers to do this, because this is tough work. It takes time. It is hard. And it is risky, I might add. But we are finding that teachers are really responding.

As I have said, Mr. Chairman, these are exciting times for the National Board. We are where we are today, with this being recognized now—and by the way, both of the national teachers' organizations, AFT and the NEA, are strongly behind this. We are all working together. Their presidents have been on our Board since we first established it— we are at this point because of your support, your understanding, and seeing this vision with us.

I want to thank all of you for the hard work you have done, and in addition to the present administration, Secretary of Education Lamar Alexander was a strong champion and has helped us very much, has spoken to our meetings, and we have support from State and local leaders all over the country.

I want to close my remarks on this and then say one other quick thing, by saying to you that of all the issues I have been involved in—and I have been involved in every one of them—I believe that National Board Certification and the process involved, and the way that all the organizations have come together to emphasize excellence in teaching and to commit themselves to it, I think it has the greatest potential by far for dramatically improving the quality of teaching and our children's learning.

I support school reform and site-based management or leadership. I support all of these other things. But this one, Mr. Chairman, has more potential for improving the quality of teaching and then learning, I think, than any other.

I would like to say one other brief thing, Mr. Chairman. That is simply to say that I strongly support Goals 2000. I know that that is at a crucial stage. The Governors have been fully involved in that; they helped start it, along with the President, and the Congress has been, obviously, such a vital part of it. But I hope very much that the Senate's enactment of Goals 2000 will happen prior to the April 1 funding deadline, and I just wanted to say a word about that, too.

Mr. Chairman, thank you for letting me come and speak to you on these issues.

[The prepared statement of Governor Hunt may be found in the appendix.]

Senator PELL. Thank you very much for coming. I realize that your legislature is in session at this time and appreciate doubly your being with us over this issue.

I have just one question, and that is what steps are you taking to get minorities involved in this testing.

Governor HUNT. Mr. Chairman, that has been on our minds and our hearts from the very beginning. The first thing we have done is to make sure that our National Board is broadly inclusive of minorities, all kinds of minorities, in this country. And we have a very substantial involvement of blacks and Hispanics and Asian Americans, Indians, on our Board, and they are involved in all aspects of it—the groups that set the standards, the committees within the Board. We are working very closely with the historically Black Colleges and Universities. And in every single way that we possibly can, we are looking to make sure that we are doing things fairly, that there is not bias there, and we have minority leaders involved in working with us on that.

The schools in our field test network include a high percentage of minority teachers, and they recruited the teachers that are into the field test a signicant percentage of minority teachers.

I would just say to you, Mr. Chairman, that that is something we must do. If this does not meet that test, it is not right. And we are working very hard at it.

Senator PELL. Thank you very much indeed.

I turn to Senator Jeffords.

Senator JEFFORDS. Just to follow up a little bit on that, we could end up making good teachers better, but still having a huge number of teachers that are not adequately skilled. So what are we talking about in terms of numbers, and what kind of a teacher force will we end up with, and how fast will we have an adequate number of teachers who are certified and capable of handling our needs?

Governor HUNT. Senator, I am not sure how many teachers will be Board-Certified at exactly what point in time. We are very close to being ready to offer the two certificates. We will ultimately have about 30 certificates, because we have them in the various subject matter areas and developmental stages.

I would say to you that we will have very large numbers of teachers who will become Board-Certified. The effect on the whole country, on teacher training, colleges and universities, on the professional development activities of local school systems, on the things that the principals and those who are leaders in the schools, the lead teachers and others, are doing will be felt. You know, we have never before really had the materials that tell you what are the five things that a great teacher needs to know and be able to do, or a good teacher. With National Board Certification, we have them now. And, we have ways of measuring them.

So that while I do not know how many teachers will ultimately get this—ultimately, we ought to have a lot of them get it—I will say to you that this whole thing is permeating teacher education in schools throughout this country, and we must put a special emphasis to make sure that, shall I say, poor school systems have the full benefit of it.

We have not figured out all the ways to do that in North Carolina, but I will tell you we will, and we are very committed to equitable funding—most of ours comes from the State, and I know other States are moving toward that more. But we are going to be really moving out in special ways to encourage teachers from those poor school districts to be able to do it.

That is why some of these incentives are so important. If you can pay for the assessment fee, if you have some time that you can take off and go, if you get a bonus when you first get it, then I think we will be more likely to have. We do not have all of that worked out, Senator, but it is again something we are very concerned about, and we will not have done our job if we do not have substantial numbers of these teachers in all school systems, rich and poor, around America.

Senator JEFFORDS. Thank you, because I am concerned. We have set out national education goals in the Goals 2000 bill, but if you look at those goals, you can see that we have very high expectations to meet. If I look at the crisis this Nation has of getting our work force ready for the next century and the huge backlog of problems that we must solve in order to do that, I get concerned on how fast and whether we will be able get there.

For example, we have a good program to provide retraining to the presently unemployed, but the whole program reaches only about 7 percent of those who need it. We take great pride in these programs, but the demands of educating and re-educating 75 million functionally illiterate Americans is an incredible task that we have ahead. And I certainly commend you for what you are doing, but I just want all of us to keep in mind that we are facing a serious problem in this Nation that is going to need significant attention and resources.

Thank you.

Governor HUNT. Thank you, Senator. I agree with that. What I want us to do is work on retraining as much as we can, and we are doing a lot of it in our State—but let us start getting it right for all those next generations that are coming through. Let us do it with early childhood, incidentally—I am wearing a children's tie today, as you may have noticed—and let us do it in K through 12 with teachers who are these kinds of teachers. And as our board of education, which adopted our five propositions of what teachers need to know and be able to do, our State board adopted that within the last month. Our institutions of teaching, including the University of North Carolina, are going to be teaching this and making sure our teachers are accomplished in these areas as they go out in the future.

Senator PELL. Senator Simon?

Senator SIMON. Thank you. Just a comment on Senator Jeffords' remarks. I agree with him on Goals 2000, and I know, Governor, that you do, too. The reality is we can set up all kinds of highflown goals, but unless we devote the resources to that, by the year 2000 we will not have gained, we will have slipped relative to other nations.

I also want to commend you on what you are doing in terms of the 3 to 6 age group. What a great thing that is going to be for North Carolina at some point in the future. You and I may not be around, but your State is going to benefit from that.

I would, third, like to get a copy of that folder that you have been waving around so that I can read it. So if you can make sure your staff gets me a copy of that, I would like to have it.

Governor HUNT. We will do that, Senator. Let me make one correction. My written statement is incorrect. We have a program that I have started called Smart Start. It is not 3 to 6. It is birth to 6, or to kindergarten. And our aim is nothing less than to see that every child who needs it gets quality early childhood education, with the health care and the parents involved. We are going to phase it in. We have it in 19 of our 100 counties, and we are going to phase it in in all the rest of them. If we do not do that job, we cannot ever do it in the schools, K through 12. We have to start there.

Senator SIMON. That is right.

Governor HUNT. So I appreciate you mentioning that, and I would like to, at some other point, share some of that with this committee.

Senator SIMON. I applaud you. As you look at France and some other countries, clearly, they are way ahead.

By the way, you have very efficient staff, or someone does; I have your folder now. Thank you.

In terms of the importance of teachers, it is very interesting—Harvard did a study a few years ago in foreign language teaching to try to test the importance of all the new audiovisual and all the new techniques and marvelous machines and so on that we have. They came to the end of their study, and their conclusion was this: If you have a good teacher, you are going to do well in foreign language study, and if you do not have a good teacher, you are not going to do well, regardless of all the equipment and so on. It does not mean that that equipment is not important, but the teacher is the bottom line.

Governor HUNT. Yes.

Senator SIMON. What do we do—and I think what you are doing in certification is really great, and I applaud it—let us just say I am 30 years old, and I am a teacher, I have been approved, and I am going to teach for the next 30 years. What happens to me over the next 30 years?

Governor HUNT. Well, that is where we as policymakers, Senator, have to respond. We have to make continuing in education rewarding enough. That is partly why we must be serious about school reform, about site-based decisionmaking, letting teachers figure out how to do it better instead of being dictated to from above. And they can help us do this; this is part of these five propositions.

We have to enable them and work with them to have the community involved. If the business community is involved, they are sharing things with them, providing exciting opportunities for the teachers perhaps in the summer and for the students, that makes a teacher feel rewarded. It is exciting.

We have to pay more money—cash—to teachers, and those who are doing an outstanding job and are working harder ought to be rewarded for that, of course. We have to give them greater respect and appreciation in our society. Board certification I think is going to encourage that and facilitate doing that.

There is just a host of things we have to do. But I am constantly amazed at how many wonderful people, who could go out and be successful at anything else, stay in teaching because they love it, and they love the children. But that is not enough reward for them; we have to see that these other things are available. I now believe we can have great numbers of marvelous teachers in this country if we do these things, and especially if we give them the professional opportunities and recognize them as the top professionals they are.

Senator SIMON. I concur with everything you said. I guess my concern is that people are going to build, intellectually and in other ways, toward that certification. And then I do not want to see a gradual decline over the years.

Governor HUNT. Good point.

Senator SIMON. And it does seem to me that you or Ernie Boyer or someone at Carnegie ought to be looking at what do we do to stimulate that teacher in later years also, and what happens 5 years after certification, 10 years after certification. I do not want to in any way minimize the importance of what you are doing, but I think we have to be looking down the road at that, too.

Governor HUNT. I agree.

Senator SIMON. Thank you, Governor.

Thank you, Mr. Chairman.

Senator PELL. Thank you very much, Senator Simon.

Senator Wellstone?

Senator WELLSTONE. Thank you, Mr. Chairman.

There was one question that I think both Senator Jeffords and Senator Pell asked you, and I do not know whether I may have missed the answer, but I just want to be clear about this. Senator

Jeffords asked you about the extent of the involvement, exactly how many teachers have been certified. This is voluntary, right?

Governor HUNT. Yes, completely voluntary.

Senator WELLSTONE. Completely voluntary. And did you say you did not have an exact number? It is not critical, but I just wanted to get a sense of the scope of it.

Governor HUNT. We have just started this process. We have 2 out of 30 certificates that we are doing on a pilot project basis, and if it is validated, then those will become our first Board-Certified teachers.

Senator WELLSTONE. OK.

Governor HUNT. I do not know how many will eventually get this, but great numbers have indicated an interest.

Senator WELLSTONE. So you are just starting out right now.

Governor HUNT. Yes.

Senator WELLSTONE. And then the other question that I think Senator Pell asked had to do with the involvement of communities of color, teachers from communities of color—or for that matter, I would add just rural. Based upon the pilot projects, are you getting a broad section?

Governor HUNT. Yes, we are, Senator. We have consciously picked broadly representative communities to participate in the pilot projects, but we are finding the interest in this great in all kinds of areas.

Senator WELLSTONE. The reason I ask—and I actually only have just two quick points to make—and this is probably not that popular a thing to say, but there is a part of me that says the problem with voluntary is that the self-selection that takes place still does not deal with—I mean, you yourself said, Governor, everybody in this room remembers that teacher who added so much—unfortunately, we also remember the teacher who subtracted so much. We all can remember that, no matter what our age. So the question becomes how you go from a few individuals to really trying to get a handle on the importance of professional development in a broad way, and I am not quite sure how we do it this way, except that I think what you are saying is that this is going to be a model that is going to provoke the hopes and aspirations of others, and it is going to spread, and I understand that. My—did you want to respond? I do have a question, but go ahead.

Governor HUNT. Just very briefly. I think that is why this Title II is important. I would be delighted to continue to have some of the block grant funds. But if we are talking about elementary and secondary education and how we are going to improve it in America, surely one of the big parts of that that ought to be professional development for teaching.

Senator WELLSTONE. Yes, absolutely.

Governor HUNT. I think that is important to do that at every level, Federal, State and local.

Senator WELLSTONE. I absolutely agree with you. And when we get to that specific discussion—and this may not be the time to get into lots of specifics—I can think of lots of things that I think, again from just talking to many, many teachers about some of the gaps they see—for example, in Minnesota, we have an interesting situation, and I think we make a real commitment to education as a State, but we have an interesting situation where someone did a study of how many of the past teachers of the year over the last 10 years have been invited to speak at schools of education. I think it was hardly any—I think it was none. It is ridiculous. It just makes no sense.

So there are things like that that we could do. Here is the only point that I want to make Governor, and I think you have made it as well, and I do not want to subtract from the really fine work that you are doing, because I think it is exciting and important.

The one thing that I am having trouble with—and I do not think I have the right to ask you to solve "A Nation At Risk," to go back to a study not that many years ago—we are still a nation at risk, right—I cannot ask you to solve that with one swoop of public policy—but when I think about teachers—and it has been so refreshing to hear you talk about the importance of teachers—and I think about teacher morale, there is a little bit of a disconnect because when teachers talk to me about their circumstances, they talk first about the circumstances of the children they are working with, what happens to the children before they come to school, what happens to the children when they go home—by the way, none of which we are addressing in terms of budgets. Words do not mean anything; budgets are what mean something. And we are still involved in symbolic politics, I think, when it comes to children at the national level.

The second thing they talk about is class size. They talk about salaries and work conditions. They talk about wanting to have the room to be innovative. They love it when they can do a lot of interdisciplinary teaching. They love it when they have a principal and people on the school board who are really connected to innovation. They really like efforts to try to bring parents into this and all the rest.

When I think about all that, it seems to me that those are the kinds of things that we are going to have to really get at, and certification is helpful, but there is a big gap there between the reality of the lives of the teachers down in the trenches, if you see what I am saying.

Is that fair?

Governor HUNT. It is fair, and National Board Certification will help.

Senator WELLSTONE. Tell me how.

Governor HUNT. Let me tell you exactly how. We do not, even those of us who great up in education families—and my mother was one of the finest English teachers there has ever been—but very few of us really think about education as being a high profession.

This process is going to help us respect, admire, and look up to school teachers as true professionals, as highly qualified. As an aside I would say they ought to be going the into universities and teaching in the education schools. They know a heck of a lot more about teaching than most people on that education faculty know, and maybe the ones on the education faculty ought to go into a public school from time to time.

But I really believe that if we do this right—and it is important to note that we have many national corporations that have contributed money to this effort, and they are on our Board—the public will believe. But, we have got a lot of work to do to get people to see that these teachers are professionals, these are nationally board-certified teachers, with their certificates up on their walls just like a doctor has, with a variety of activities that we make available to them. We have got to reward them and hold them up in a variety of ways. And then we will listen to what they say about that kid's situation at home, and we will listen to what they say about the health needs of those kids and how important early childhood is, and why parents have to be involved. And they will go and speak to business and industry and labor, and they will become a stronger part of the leadership of this country, I believe, because of this process.

Senator WELLSTONE. I am going to let you end with that vision of yours, and I hope that turns out to be true.

Thank you.

Senator PELL. Thank you very much. I have just one thought and question, and that is with regard to certification. Would you re-certify every 10 years, every 15 years?

Governor HUNT. Our plan is to do that, I believe, every 7 to 10 years, Mr. Chairman. And may I add one other point, that in our field test, 18 percent of our candidates are minority. That is where we stand today. And again, we have a very strong commitment to that.

Senator PELL. That is a very good record.

Senator Simon?

Senator SIMON. Senator Wellstone mentioned "A Nation At Risk," and I was reviewing that the other day. That was 11 years ago, and we had editorials, and we all made speeches about how we have to do something about it. If you look at those grim statistics in "A Nation At Risk," almost all of those statistics are worse today than they were 11 years ago. We are a nation at greater risk today, and that is why what you are doing is so important, and we commend you, Governor Hunt.

Senator PELL. That is why we thank you so much for coming at this crucial time in your own State.

Thank you very much indeed.

Governor HUNT. Thank you, Senator.

Senator PELL. We now come to our second panel, which includes Dr. Charles Case, dean of education at the University of Connecticut; Argie Johnson, superintendent of the Chicago public schools; Dr. Benjamin Canada, superintendent of the Jackson public schools in Jackson, MS; and Pam Schmidt, a teacher at Dunkerton Community Schools in Dunkerton, IA.

And with regard to Ms. Schmidt, I would say that Senator Harkin cannot be here this morning. He would have liked to be here to introduce you, but he is chairing the Appropriations subcommittee hearing with the Secretary of Labor is the chief witness.

I would ask unanimous consent that Senator Pell's statement be inserted in the record as if read. Without objection.

[The prepared statement of Senator Harkin follows:]

PREPARED STATEMENT OF SENATOR HARKIN

Mr. Chairman, this hearing by the Education, Arts and Humanities Subcommittee will examine the importance of professional development of educators. I am especially pleased that we will be receiving testimony from Pam Schmidt, a business education teacher from Dunkerton, Iowa. Pam has taught for 23 years and will talk about her experiences. She will let us know her views on the role of professional development programs for our ever-changing schools.

When Pam Schmidt began teaching, the world was a very different place. 23 years ago, one of her students could expect to get a job at Rath Packing Company or John Deere in nearby Waterloo. These were jobs that paid high wages and had good benefits. Rath has been closed since the mid-1980s and employment at John Deere is down. The students in the Dunkerton High School class of 1994 must be smarter and must have higher skills in order to have a chance at a commensurate lifestyle. This is the challenge that faces Pam Schmidt every day. In order to help her and other teachers meet this challenge, she must have access to high quality professional development programs.

Professional development is a concept that businesses understand well. Successful, competitive companies invest money to improve the skills of their workers. However, far too many teachers do not have access to professional development programs they need to improve their skills to meet the needs of their students.

I believe school districts understand the importance of funding staff development programs. However, with many competing demands, professional development activities often end up near the bottom of the priority list. The Administration's bill tries to move this important issue to the top of the agenda and I applaud Secretary Riley for recognizing this vital need.

I know the Administration's proposal for Title II is not without controversy. I believe this hearing will help us study the issue and examine the best approach to take in reauthorization of the Elementary and Secondary Education Act.

Mr. Chairman, I look forward to working with you and other members of the committee on this important issue.

Senator PELL. I must warn everyone that because of the time pressures, there will be a time limitation of 5 minutes, and we hope to get to questions.

We will start off now with Dr. Case.

STATEMENTS OF CHARLES W. CASE, DEAN, SCHOOL OF EDUCATION, UNIVERSITY OF CONNECTICUT, STORRS, CT; ARGIE K. JOHNSON, SUPERINTENDENT, CHICAGO PUBLIC SCHOOLS, CHICAGO, IL; PAM SCHMIDT, TEACHER, DUNKERTON COMMUNITY SCHOOLS, DUNKERTON, IA; AND BENJAMIN O. CANADA, SUPERINTENDENT, JACKSON PUBLIC SCHOOLS, JACKSON, MS

Mr. CASE. Thank you very much. I am here today representing not only the University of Connecticut, but the National Network for Educational Renewal, which is the network that John Goodlad has put together over the last few years.

That network consists of 16 settings involving 25 colleges and universities, 99 school districts, and over 250 partner schools. The major concept behind the network is the simultaneous renewal of teacher education and of the partner schools in terms of professional development and curriculum reform.

In the paper that I submitted, I describe more of that work, and I use as an example the University of Connecticut, where we have completely revised our teacher preparation program, and we have revised it along the lines of partnership schools. I describe in that paper the activities in one inner city high school where we are involved. All of our students have urban experiences. All of our faculty are in the schools every week, unlike what was mentioned a moment ago.

In those partnership schools, many kinds of activities take place. There is strong collaboration; there is a culture of inquiry that occurs between the faculty and the teachers and the administrators and others in those schools.

We center the professional development around solving persistent problems, and of course, the ones we tackled early on were problems dealing with dropouts, dealing with transition from middle schools to high school, and we also have other issues that we gather around. This does not consist of people telling other people what to do, but rather, professionals coming together, hunkering down, and taking the time it takes to solve problems.

We have learned a few things about professional development out of our 7 years of partnership activity. First, centering the activity on the school setting itself rather than in the abstract is critical.

Second, if we are going to have real professionalization, we must build this culture of inquiry where in fact everything is up-for-grabs, where no one is afraid to look into any particular issue and reach out and find the help necessary, not afraid to take risks and try new approaches, and not be afraid to fail.

As was mentioned earlier, so much of professional development, or in-service education—which is a term I despise—that takes place in this country right now consists of dog and pony shows. It is highly paid consultants who run in with a canned program, entertain people for an hour or two, and nothing changes because it has almost no relationship to the teachers' daily work.

Fourth, we have learned in our efforts by involving pre-service and in-service education simultaneously. For instance, in that inner-city high school I mentioned, this semester, there are 50 of our students from the University of Connecticut in that one high school; there are eight faculty members, including myself, who are there at least 1 day every week and usually more. Working together on the common projects, pre-service and in-service support each other.

Fifth, we have found that the collaborative research and development activities with teams of school people and university people and community people help move these problems along, and we find new answers.

The final lesson is that we have learned there are three categories of professional development that teachers and administrators find meaningful and that lead to substantial change, one of which, of course, your legislation addresses very directly, and that is the content issues and the pedagogical skills that go with that content. Other work done by the National Endowment for the Humanities, the National Endowment for the Arts, the Geographic Alliance and others is to be applauded as well.

The second category of professional development is those matter that are part of the lives of the students, that do not necessarily relate to content-specific curricula, and yet represent knowledge and processes they must understand—matters such as abuse, drugs, AIDS, homelessness, gangs, etc. Teachers and administrators, people in general, need help in understanding and learning how to deal with those issues.

The third and last category has to do with organization and change in the schools. The schools have been organized in certain ways much too long, and it is time to free up the teachers and the principals to make the kind of structural changes necessary to address the issues at hand, to address the diversity of students who are there.

With that, I applaud this legislation. I would say please do not forget the humanities and the arts as well as the sciences and math.

I am honored to be here today. Thank you.

Senator PELL. Thank you very much indeed, and I must say I agree with you about the arts and humanities very much indeed.

[The prepared statement of Mr. Case may be found in the appendix.]

Senator PELL. Ms. Argie Johnson.

Ms. JOHNSON. Thank you very much, Chairman Pell and members of the subcommittee. I am Argie Johnson, general superintendent of schools in Chicago, and I am pleased to testify before you today on the critical issue of professional development and to talk to you about the importance that it plays in educational reform efforts in Chicago.

I am especially pleased to be testifying before my Senator, Senator Paul Simon. Senator Simon has been committed to education, and his efforts on behalf of the children of Chicago are very reassuring to those of us in the field who have devoted our careers to improving the educational opportunities of all children, but specifically, disadvantaged children.

As general superintendent of schools in Chicago, I am the educational leader of a $2.7 billion school system that services over 400,000 children in about 551 schools and employs a staff of over 40,000. Nearly 80 percent of our students come from low-income families.

I want to talk with you a bit about—and you are probably aware—that the most important aspect of education is what happens between a student and a teacher. I can say to you from experience that if it does not happen in the classroom, it does not happen for our children. So it behooves all of us to find the finances and the support system for teachers that will allow them to function and to be trained in a manner that will successfully help them educate our students. So supporting this crucial relationship has the power to make a significant difference in the student achievement as they move through the various school systems in this country.

Finally, let me say a few words about the provisions of the ESEA Title II that deserve special attention. I strongly support the requirement that 80 percent of the local funds be expended for professional development of local schools at the local level. These are the front line people, our teachers, who directly affect the lives of children. This is where the emphasis in professional development must be placed.

Additionally, as a science major and a former scientist myself, I bring a unique perspective on some of the bill's requirements. We need flexibility to address the predetermined set-asides in the administration's bill for math and science in terms of professional development. With up to nine core academic subject areas having been identified as critical to the National Education Goals in your recent Goals 2000 legislation, there must be a need to prioritize math and science professional development every year, especially with periodic Department of Energy and National Science Foundation funding in these areas. We need to have the flexibility to meet the professional development needs that are derived from the required district-wide needs assessment in Title II, without an overriding set-aside for one subject or another.

I applaud you for emphasizing Title I and Title II, because those are the two areas that impact on our system most. We are faced with a wide diversity of students with a wide variety of student needs. We have one school in the city of Chicago where the students speak more than 57 different languages, and we are required to meet the diverse needs of all of those students.

So we need professional development in terms of training our teachers to meet the needs of our diverse student population; we need professional development in terms of teaching them to use the technology that is available to assist them—and I agree with Governor Hunt that there is no substitute for a fine teacher. We also have an additional problem and a need for professional development because we have had for the past last year and this year an early retirement initiative that was supported by the State. So many of our teachers, about 2,600, retired last year, and this year so far, 1,076 have signed up. So you can see from that the need for professional development from two aspects.

We have young, energetic teachers who are coming in, willing to work, and who have the ability to connect with our children, but you and I know that when you come into a classroom, you need someone to support you. And I would strongly add to the support mechanism that we should have a mentoring program for our new teachers where our advanced experienced teachers work with the new teachers in order to make this happen.

So I want to close by saying thank you for your support, and we in Chicago certainly applaud what you are doing with the Title II funds and continue to allow us the flexibility so that we can provide comprehensive support for all of our teachers and comprehensively use the funds to do that.

Thank you.

Senator PELL. Thank you very much indeed.

[The prepared statement of Ms. Johnson may be found in the appendix.]

Senator **Pell**. We now turn to Pam Schmidt, who is a teacher in the Dunkerton Community Schools of Iowa.

Ms. **Schmidt**. Thank you. I would like to thank all of you for giving me the opportunity today to speak to you today about something that I feel very strongly about for myself, for all teachers, for my son, and for all students, not only mine, but across the Nation, and that is staff development.

After I wrote this testimony, I read an article in Education Week that spoke to a paradigm shift in staff development. It mentioned that we need to quit looking at staff development as perk, a frill, and I guess in some cases a necessary evil.

Staff development is extremely important, it is essential, and it should be required in order for teachers to be prepared to work with students to prepare them for what we need to be preparing for. We are changing; we have a constantly changing world, and we need to have the tools to do that.

In my testimony, I speak to you about just the changes that happened in a rural Iowa school over the last 23 years that I have been teaching. I mention that since we are a rural community, many of our people were farmers and worked in agriculture-related activities in nearby Waterloo, IA. Today, not many of them farm. I can remember a teacher telling me that a 2nd grade parent came in and said, "I do not know why my child needs to learn to read; I make more money than you ever will, and I cannot read." That parent no longer has a job, obviously, and that business is closed.

Things have changed, and we have to be prepared to help the kids to meet those changes. I am a business education teacher, and my room started out with IBMs and mostly manual typewriters. My room now is one of three Macintosh labs that we have in our building.

I need to have the skills; all teachers need to have the skills. Having the equipment, as has already been said, is not enough. It is the teacher that makes the difference.

I mention a number of other things in which I would need additional training and that other teachers need additional training. One thing I grossly neglected to address is the changes in students. That is, we did not deal with crack cocaine babies before; when I started teaching 23 years ago, I did not know about children on Ridlin. In the 3rd grade that I teach keyboarding to, out of 18, there are three who are on it and more who should be. I did not deal with a dysfunctional family. And I am talking about rural Iowa, and yet I feel we are an inner city, and the other part of it just is not there.

I was not trained for all the things that I need to know about, to work with kids, to be able to help them. And I am not talking about subject content matter. I am talking about just helping kids, which is what it has to be about. We can have all the programs in the world, and I believe in a lot of the programs that have been mentioned, but if you do not have a competent person working on those programs, it will not happen, and those people have to be trained.

We need to be given the tools to do that.

We tell our students to be lifelong learners, but we do not model it. We do not give the opportunity and put forth the resources that say it is important. Look at your teachers. Look at how they are retooling themselves. But we tell our students to.

I have been lucky in the State of Iowa, with our Phase 3, that has given us some money to go back to school, to take workshops, for staff development, and a number of other things. I have been lucky in my school district to be afforded some opportunities for staff development, to work as a whole staff, to work together, which is extremely important, because it does me no good individually to go out and just work on my own skills and go back to my classroom. That is now how we work anymore.

Just like business is telling us that they do not want people who can just go out and work by themselves, they need team players, but we are not teaching team players. We still have them sitting in rows, and telling them to do their own work and not to work with each other.

We need to be teaching them the skills that they need to know.

I have been lucky to be involved in the national assessment. That was voluntary on my part. I did grow from it, and I agree with a lot of the comments that have been made. It has been a very rewarding experience. We need to teach all teachers, and that is the one thing that bothers me that I am hearing. All teachers make a difference—not just math, not just science, not humanities, not just English. We all make a difference, and we need to focus on all teachers.

Thank you.

Senator PELL. Thank you very much indeed, Ms. Schmidt.

[The prepared statement of Ms. Schmidt may be found in the appendix.]

Senator PELL. We now turn to Dr. Benjamin Canada from Jackson, MS.

Mr. CANADA. Thank you, Mr. Chairman, members of the subcommittee.

I would first like to take this opportunity to thank you for asking the American Association of School Administrators to give you some input on this critical legislation. I am Benjamin Canada, superintendent of school in Jackson. In addition to that, I am a member of the executive committee, which is the governing body for the American Association of School administrators. That organization represents 18,000 chief executives for the public school systems here in America. That includes large, urban, rural, suburban school systems.

The issue of professional development is one that we are very pleased to share some comments on and to say, first of all, thank you for having the courage to bring it forward, because it has not been something that traditionally has been brought forward at the level that this legislation proposes to do it.

Second, we would like to say to you that while there are some significant factors in there that will make a definite difference for children, there are some issues that we would like to have you take a look at in terms of what we would refer to as giving value-added impetus to the issues that you have so bravely set forward.

We realize that schools have to be the place where moral values, solid academic pursuits, and ultimately, creative thinking, come together for all children. But in order for that to happen, we have to be able to do some of the things that some of my colleagues have talked about earlier, in terms of having the training; first of all, start with the teachers, the administrators, and the community and the neighborhood schools.

We believe that the professional development that is outlined in this proposal has to be designed with a clear goal of improving student achievement. We think that no matter what kind of professional development is there, who is offering it, if at the bottom line, student achievement has not been impacted in a positive manner, then we should not be offering that professional development.

We also believe that we need to look at perhaps giving 99 percent of all of the funding for professional development to the local sites. Now, that may seem self-serving, but I would put these caveats in. We think that there should be prohibitions placed on SEAs as well as persons like myself, from large urban school systems, to keep us from saying there is one size, one method, one model for everyone. We think there is value in looking at site-based management.

In Jackson, for example, we are heavily involved in site-based management that is being supported by the local business leaders, by the local school board, the community at-large, and various foundations not only in Jackson, but in the Southeast. That involvement, however, is not centered around moving people or boxes around, but by asking the questions: What do we need? Why do we need it? What is it going to take to make the changes necessary for students to be successful, and what are the obstacles that are in the way that have to be addressed?

Our reform is based on removing those obstacles regardless of who put them there, who it impacts, as long as the change is there for children. We at AASA believe that the proposed legislation fits into that model. But if you do not change one aspect of it in terms of the ability for SEAs or for central offices in large school districts to dictate one model, then we are going contrary to the model that teachers, parents, and I would say most administrators would argue is the most effective one, and that is having the local school look at what the issues are, the population that it serves, dealing with the obstacles—and we refer to obstacles in Jackson as opportunities, simply because we believe that whatever we do will make the difference as to whether or not it then is an obstacle or an advantage.

This proposal can be improved dramatically if you are willing to take the stand and say you want the money at the local level. In Jackson, for example, our professional development is centered around what we have created in terms of a professional development center. Seventy-five percent is based on what teachers want and what teachers need, and only 25 percent is left to central, and that is to deal with mandates from Federal, State and local.

We also believe that we have to address the issue of the poor school districts that have to come up with the matching funds to implement the professional development. That is going to be a negative for them. They are already poor. Mississippi is one of those States where everything that you can think of about Mississippi is in fact there. But I will say this. It also serves as the guidepost for us to want to make the changes, and I think it also serves as an example of what we in education have been doing over the last 10 years, and that is assessing the needs, making the tough decisions to say these are the things that have to be changed, and AASA supports and commends you for what you have done in proposing this legislation, but we say put the funding at the local level, let the teachers and administrators who need the training make the decisions, but do not limit it to just the quote-unquote "core." There are many other things that make a difference in the life of a child.

Thank you.

[The prepared statement of Mr. Canada may be found in the appendix.]

Senator PELL. Thank you very much indeed.

I will turn first to Senator Simon.

Senator SIMON. Mr. Chairman, unfortunately, I have to go to another meeting, but I just want to thank all of the witnesses, particularly Dr. Johnson, for being here, and thank you, Mr. Chairman, for having this hearing.

Senator PELL. Thank you very much.

I have just one question, and that is to Ms. Johnson. How can parents be brought into the professional development activities?

Ms. JOHNSON. In Chicago, we have school-based management across our 551 schools. The parents are a critical part of that. We begin by focusing on our local school councils, which are decisionmakers in the school in terms of everything that impacts schools, and one of their responsibilities is to bring in parents to become involved in the schools. So any training that is done with the local school councils and involves the parents—and the community-based organizations are also part of that, and they have greater access to parents than we do—so we have a great number of stakeholders that have committed themselves to the new reforms in Chicago public schools, and they give us the feedback that they need.

One of the great things about it is that we do need needs assessments from the various stakeholders, and then we are responsible for providing the services that are identified by the different stakeholders and individual schools in meeting those needs. That is how we include our parents.

Senator PELL. Thank you very much.

Dr. Canada?

Mr. CANADA. Senator Pell, if I could respond also to that, I would like to say that the position of the American Association of School Administrators is that parents are a critical partner in this, and that is why we are saying so strongly that we feel that the local schools should be given the purchasing power to go to the university or whatever else, but that can only be done after there has been involvement from parents, teachers, and the administrators in the neighborhood schools to determine what those needs are.

Senator PELL. Thank you very much.

Senator Jeffords?

Senator JEFFORDS. I want to ask a rather broad question, but it certainly involves what we are talking about here. "A Nation At Risk" revealed that we had a serious problem in this Nation in our ability to compete in the world markets in the future. That was 1983. Since that time, we have had some 32 or more studies that have indicated all the problems we have had, and we now have

Goals 2000, setting forth very substantial goals—incredible goals, if you look at the timing necessary to meet the demands of the new world and the new economies. And yet the results so far show in the last 10 years that either we have not made any gains, or at least thet we have not made any gains against our competitors in world markets.

Just to rattle off a few statistics which I am sure you are familiar with, among 4th to 8th graders, only one out of four has what we consider adequate knowledge in math and science in our country. Our 13-year-olds, against 13 other nations, came out last in one international comparison and next to last in the other in math and science. Other studies show that although we are reducing our school dropout rate, still only 48 percent of the young people who graduate from school have either entry level skills or are capable of going on to higher education.

What has happened in the last 10 years? What changes were made? Did the "Nation At Risk" study have an impact? What I am concerned with is that we may be measuring our standards among ourselves, and then when we measure them against the world standards, we do not do well.

Can you tell me what has happened over the last 10 years? Was there any impact made by the "Nation At Risk" situation?

Mr. CANADA. Certainly, there have been some changes. The studies have definitely made an impact. One of the things that AASA applauds in this proposed legislation is that it is geared toward meeting new national standards. We support that. At the same time, we have been making some changes. For example, in Jackson, our scores in first grade over the past have not been what we would want. But I would say that if you come to Jackson and you check now, you would find that as a result of having some funds and a plan to do meaningful professional development dealing with teaching and working with teachers on teacher expectations and student achievement, reading recovery, our first-graders are now scoring at and above the national average. They then go into 2nd grade, and they have held that. This spring, we think they will hold that as 3rd-graders. That is different, but it means you have to build a foundation. And in order for that to happen, we have to have the collaboration of parents, the community, State, local and Federal agencies all coming together to focus on what we had said in terms of AASA saying the bottom line has to be student achievement. That is what we are focusing on.

But yes, those studies did make a difference for us. They made us realize that we could not maintain the status quo, that we had to do things differently. And I am happy to say that there are places all over this country where you can see that happening. But it is a foundation that is building; it is not one where you walk in and see that in 2 years, all of a sudden, yes, it is all solved. It does not happen that easily.

Ms. JOHNSON. I would just like to add that there are several reasons why we are still a nation at risk from my vantage point. First of all, the funding. For example, the Government of the State of Illinois began cutting back funds for education and putting the burden on the local taxpayers, and that has created a problem when there is a dwindling tax base in many of our communities.

The other initiatives from the Federal Government down to the local school districts, for me, is sort of a quick fix kind of approach to some of the programs, where we put a couple million dollars in here, and we expect to see great things overnight. As an educator for the last 26 years, I know it takes time. Education is a process. It is not an event. And if we want to be successful, processes end in quality kinds of programs, so we have to look at things over time.

I am encouraged about this particular legislation because it causes us to look at things systemically and not just at a few schools in a certain neighborhood, but look at Chicago as changing all schools in all neighborhoods. And the way that we are going to do that, we must invest in professionally developing all of our teachers, not just a few. As a commitment—and I agree with many of the speakers—we have to find incentives, because many of our teachers take their pay checks and invest them back into the schools, and that is not fair. We have to uplift our professionals and celebrate them, as well as they continue to work with the parents and the community in improving the total educational program. I think we must commit over time for systemic changes to take place, and then monitor what happens. I agree with my colleague, Dr. Canada, that if it does not result in increased student achievement, then we still have not done the job.

But we also have to prepare our professionals with the content-based knowledge that they need in order to move this along. I hate to keep talking about science, but we have teachers at the elementary level who do not have a comfort level to teach science, so therefore they do not do it. I know some teachers who are reluctant to touch a bulb or a battery simply because they have not had the hands-on experience of doing that.

To take our children into the 21st century with the technology that we need, we have to invest in teachers today so that they will be comfortable in providing the kind of instruction to the students from a hands-on standpoint as part of the new assessments as well.

So the systemic investment—and I applaud you for this—is what I think we need to move this country, not only in Chicago, but across the country.

Senator JEFFORDS. Dr. Case, what has gone on in the education schools of colleges with respect to meeting this at-risk problem?

Mr. CASE. I would like to address the last point that Dr. Johnson just mentioned, because I think it is a significant one that has been overlooked. Part of the problem is that in the school districts today, parents, community members, the district people still expect elementary school teachers to be everything to everyone, to know a little bit about everything.

It is not amazing to me at all that we are at risk in science and mathematics, because Dr. Johnson is absolutely correct; there are very few schools of education that do what we do, which is demand that anyone preparing to be an elementary school teacher must have a liberal arts major, combined math-science, or combined social sciences-language arts-English.

We are among a handful in the entire Nation that demand that, and we have taken that risk because we believe that we are not going to conquer these problems until we have people out there in the classrooms who are comfortable teaching the science and the mathematics.

The elementary school teacher today cannot be everything to everyone anymore, and the diversity of kids, the problems being dealt with, they have got to be able to deal with that, but they have also got to know their specialty area so that they can adequately teach it and bring along a generation that will understand science and math.

Senator JEFFORDS. Thank you.

Just one final comment. You mentioned that you are at or above the national average, but my problem is whether the national average is where it has to be. If only 48 percent of our kids really have the goals that are in Goal 3, adequate education, and if we measure ourselves as a national average, we are not doing very well.

Mr. CANADA. I am awfully glad you made that comment, because it is a stepping stone for something better, but from where we were to be able to get to that point is a significant step for us that we can be proud of and build on. But we also want you to push for the national standards so that we can be compared not based on what is currently there, but in terms of international competition, also. We can meet it; we will meet it, but we have to be able to have commingling of funds, clarity of purpose, and the time to be able to have the programs in place to get the impact that is desired. But I am glad you brought it up. It is a step.

Senator JEFFORDS. Thank you very much.

Ms. SCHMIDT. Senator Jeffords, I would like to speak to your issue, also. Speaking about elementary teachers not being comfortable, my son is in 5th grade this year, and it was not until one of the parents brought the issue up that there had not been any science—and this was at the last parent-teacher conference, so we were in the third 9 weeks—all of a sudden, there started to be some hands-on science, and my son came home excited about that.

That is a long time not receiving science, and how often is that going to happen? So there is a problem out there.

I became even more aware of it when I had the opportunity—traveling with me to Washington, DC is our foreign exchange student from Slovakia, and she and I had more time to talk, and when she talked to me about her educational system and the school that she is going to and what she has to learn and what they are doing, I was awestruck. My son is not going to be able to compete with that. So we need to do it differently.

Senator JEFFORDS. Thank you very much.

Senator PELL. Thank you very much.

Senator DODD. Thank you very much, Mr. Chairman, and let me apologize to our witnesses for running in and out, but you may have been told already that we were here until almost 4 o'clock this morning.

Dr. Case, I am delighted to welcome you, and I apologize for not being here to formally introduce you to the committee. We are very proud of many things at our University of Connecticut, Mr. Chairman, not the least of which are our men's and women's basketball teams.

You just got a taste, I think, Jim, in Dr. Case's response to your last question, but there are tremendously innovative programs that have come out of the department of education at the University of Connecticut.

It is a pleasure to have you here, Dr. Case, and to have the opportunity to talk, as we all like to with some pride, about various products of our State, be they animal, vegetable, manufactured, or in this case, a human product produced by our university.

So the witness before you deserves a great deal of credit for the success of those innovative ideas, Mr. Chairman.

I am curious about just a couple of things. I have a sister who teaches in the largest inner city elementary school in the State of Connecticut—and the chairman and Jim have heard me say this in the past—and we talk all the time. But I hesitate calling her because, after my first question, "How are you doing?" that is about all I get to ask her—"How am I doing? I will tell you how I am doing." She loves teaching but it is very frustrating because of what has just been said about the work load and the expectations. She is an early childhood development specialist, so she is not into the math and science issues yet, but she would tell you that the children need more and more. It used to be—and by "used to be," I mean only 5, 10 years ago or less—that maybe be, out of the 20 or so students, which is far too many for what she is doing, there would have been four or five with serious developmental problems. Now she is lucky to have three or four who do not. So there is that much of a change with these children and the problems that she has to grapple with. She was trained as a Montessori teacher, in fact started at the Whitby School in Greenwich, and then taught in the Montessori system for almost 25 years before she went into public education. So she brings a lot of those ideas to the classroom and has a lot of sophistication in those areas—but it is just a tremendous task, it is exhausting, and burnout is a real issue, and it is a pity.

I wonder if you might comment on two things. Of course, there are innovative ideas that we are doing in the State, and you have heard about some of them already from Dr. Case. One of them is parental involvement. Up here, we are very used to hearing organizations, and as people in elected office, we hear it quite a bit about ourselves, but teachers get it as well. One of the most prevalent in this area is that teachers do not like parents around the classroom or in the school, and that frankly, they are a pain in the neck. This is what you hear, that, "We would prefer they stayed away, because all they want to do is come in and disrupt the process."

Now, I know specifically in my home town in Connecticut, there is significant parental involvement in the schools, and teachers invite them to come in.

But I wonder if a couple of you might just comment on what you think the environment is for parents to come in and be involved. Many of us here believe that "parents as first teachers" is a terrific idea and deserves to be supported very, very strongly.

Mr. CANADA. I will start the comments on it. Two points. One, many educators are uncomfortable with some of the parental involvement, and that is due to, I think, two things. One, there is a certain population in every city that comes to school, and they are very active. But that is not necessarily the group that we want to have and need to have involved. So we have to do something to get that other part of the community actively involved.

In Jackson, through what we call Project Access, we have set up parent training seminars where we actively go out and tell the principal at the school that you have to get 10 people to come, five of whom hate you and want your job, 5 of whom love you and would elevate you to the level of God. Then, we go out and we say we want every advocacy group in our community to come in and do a training session. We provide the day care or whatever. But we want the parent who is from that poor neighborhood, who may have had a bad experience in school, to learn how to gain meaningful access into the school system. When that starts to happen, then we begin to see a difference in the interaction between teacher and student. But by the same token, we have to also do some things with our teachers as well as some of our administrators on how to then greet this new parent, who is now enthusiastically supportive and ready to come.

So while we have lots of things that we are doing, we constantly recognize the need to continuously do that over and over and over again.

Senator DODD. I agree with that.

Are there any other comments on that?

Ms. JOHNSON. I agree with Dr. Canada. We have to work from two standpoints, the school staff and the parents, because many of the parents, especially in urban school systems, feel that the school system has failed them, so they come with some kind of perceived hostility or expectations of schools. And sometimes they meet the same kind of response when they get to school.

So it is critical, and the reason we have the kind of governance structure that we have in Chicago is to address this problem with the local school councils and their responsibility for bringing parents in and being available in some instances to greet other parents when they come in to work with the staff and the administration to bridge that gap. We are all people, and let us, all of us, keep the students at the center. If we can get people to focus on that, rather than petty jealousies and preconceived notions, I think that will work. And we are making some headway. There is still a long way to go, though.

Senator DODD. I think it is a critically important issue, and I appreciate your comment.

Ms. JOHNSON. Absolutely.

Ms. SCHMIDT. Mr. Chairman.

Senator DODD. Yes. Go ahead. The chairman is getting a little nervous about the time.

Ms. SCHMIDT. I have a unique perspective in that I teach in one district, and I live in another one, and my son, of course, goes to school in the other one, which may be good. But in the one that I teach in, there is not a lot of parent involvement in helping in decisionmaking. Mostly, they come in if there are problems.

Senator DODD. Is the school open to them? Is there an outreach effort to get them to come?

Ms. SCHMIDT. That is what I think is the difference. The administration and the viewpoint and so forth has not been as open. In my son's school, I am a member of what is called Janesville Citizens for Excellence, and as a group, we were asked what should be the goals for the school. We met with the superintendent; as a representative of that committee, I have been meeting with the superintendent once a month, and we have talked about goals and what things we are going to do with the school.

So it makes a lot of difference how leadership sees that involvement, whether it is a threat or whether it is an aid in helping, and I firmly believes it helps and would take care of a lot of problems if that would happen. That is where it comes from.

Senator DODD. I agree with you. Sometimes these things are like chicken-and-egg. But it has to start at the school, and in the superintendent's office. There has to be a welcome mat out, because a lot of these parents are scared. They have had bad experiences, and they do not want to step forward. And they need to know that if they come, they are not going to be treated as the enemy.

In my town, they act as volunteers in the classrooms during the day, and they are a great help. Mothers and fathers go and put in an hour or two. They help with everything from xeroxing and doing chores around the place to working in the classroom. It is great.

Teach America, quickly—and I apologize, Mr. Chairman—but I have been intrigued with this project. In fact, the woman who started it appeared in a forum we had in Connecticut with Al Shanker and a few others—I do not know if you were there, Dr. Case, the other night—in fact, I am going to see her in a week or so. It is very intriguing. She has 2,000 to 3,000 young people out of school, teaching, in 27 States.

How do you look at this? Is this a troublesome idea of kids right out of an academic experience, without necessarily having teaching experience working in our schools? Oh, here it is—Wendy Kopp is who I am talking about.

Ms. JOHNSON. Wendy Kopp out of Princeton University.

Senator DODD. Yes.

Ms. JOHNSON. I had first-hand experience with that when I was a superintendent in New York—before going to Chicago, I was a sub-district superintendent—at the time the program came in. I was called by one of my parents, who is a vice president at a bank, and her children had gone to Princeton as well, to say that Wendy had done her junior thesis on improving teaching, and would I be interested in talking with her about the project. And I did. Wendy came in, and we had a long conversation, and I committed to bring in 50 teachers into my district—you know, teacher turnover in inner city school districts is very high.

So I made that commitment, and the 50 teachers came—I think it was more than 50—they were wonderful, wonderful young people. Some of them had to make tremendous adjustments coming from mid-American into inner city systems, but we were able to retain, and I observed personally some fantastic teaching, some instant connections with students, some instant connections with parents. They did not have the fear of going out into the neighborhoods and so forth.

So I think it is a highly commendable program. In Chicago, we have Teach for Chicago that is modelled after it, or is a similar program, and it is working extremely well. And what it has done is inspired our more senior teachers to coop the young teacher and say, "I will help you to succeed. Let me share with you what I know." And on the other hand, they come in with all the new technology and new ideas, and they are able to work with their buddy teacher.

So all teachers are enhanced, and it certainly is better for the students. So I think it is something that we should encourage and possibly look at down the line finding some funding for.

Senator DODD. I had the same gut reaction to it, and now you are confirming it. I was very interesting in hearing from you, and I do not know if you, Dr. Canada, have had a similar experience.

Mr. CANADA. Ditto.

Senator DODD. That is very encouraging. I am glad to hear it.

Mr. CASE. I will take the other point of view.

Senator DODD. All right. Go ahead. Wendy, are you listening, wherever you are?

Mr. CASE. Given the complexity of teaching today, and given the issues that we have talked about here all morning long, I think it is unconscionable in any profession to bless people into the profession without the preparation and without the skills necessary.

Yes, they have some content skills, but content skills alone are insufficient to do the job.

Ms. JOHNSON. I agree with what you are saying, but the networking between the senior teachers and these young teachers who come in with the potential to be great teachers, as the teacher to my left, is something that I do not think you can mandate or require; it just happens because of commitment to the profession of teaching.

Mr. CANADA. They are coming to us, and this bill will allow us to get them, keep them coming, and then make sure that they are doing what is necessary for students to be successful.

Senator DODD. That is a good point.

Ms. SCHMIDT. The concern would be, though, that the network would not be there. The concern could be all of these new people coming in, and you do not have the other teachers there to help with the network, possibly.

Senator DODD. We are going to follow up. With the chairman's permission, down the road, maybe we could have a panel in to discuss just this issue. I am very interested in it and very interested in the reactions of the professionals. So we will come back to this question down the road. But as someone who is very much involved in setting up the standards a few years ago that we are commenting on here today, I am pleased to hear the reaction.

Again, Dr. Case, thank you for being here today.

Senator PELL. Thank you all very much indeed for being with us.

We now come to our final panel, which consists of Dr. Mary Lindquist, the president of the National Council of Teachers of Mathematics; and Dr. Elaine Hairston, chancellor of the Ohio Board of Regents.

We will keep, incidentally, the hearing record open for 2 weeks to accommodate additional testimony, and I would like to submit written testimony of Senator Hatfield and Wendy Kopp, founder of Teach for America, in the record at this point.

[The prepared statements of Senator Hatfield and Ms. Kopp may be found in the appendix.]

Senator DODD. Thank you, Mr. Chairman. I did not realize that testimony was here. I also have a statement that I would ask be included in the record.

Senator PELL. Without objection, it will be included.

Dr. Lindquist—and excuse us if we move rather fast, because we are supposed to have lunch with the President and the Vice President at noon.

Dr. Lindquist, please.

STATEMENTS OF MARY LINDQUIST, PRESIDENT, NATIONAL COUNCIL OF TEACHERS OF MATHEMATICS; AND ELAINE HAIRSTON, CHANCELLOR, OHIO BOARD OF REGENTS, COLUMBUS, OH

Ms. LINDQUIST. Thank you, Chairman Pell.

It is a pleasure to be here, but it is more of a pleasure to hear you value and understand teaching.

I am Mary Lindquist, the president of the National Council of Teachers of Mathematics, the largest organization in math that is dedicated to the teaching and learning of mathematics for all students.

As you well know, we have been the leaders in the standards-based reform. In 1989, we released the curriculum standards, but at that time, we knew that without professional development, and without setting criteria for professional development, we would get nowhere. So in 1991, our professional standards for teaching mathematics were released.

Today, I am here mainly to talk about the Eisenhower Program, and let me talk about the positive aspects and the impact that it has had on us. I would say that I doubt if many in this room would have heard of the NCTM standards if it had not been for the Eisenhower Program. I know that we in mathematics would not be to the point where we are now without the Eisenhower funds. We now know how much further we have to go.

We have made progress. Let me give some examples. One of the first things that we realized we needed to do was make people aware of the NCTM standards, and I think this is one of the strengths of the Eisenhower funds. We had a grant from NSF to do regional meetings across this Nation to bring in teachers, math educators, business leaders, administrators, and they went back and, with Eisenhower funds, in each State, they blanketed the States. I ran into one elementary teacher just this week who was involved with this 3 years ago. She is now in adult education, I hate to say, but I am glad because she is taking that same enthusiasm and the message of the NCTM standards into her work and into her leadership in adult education.

The Eisenhower funds have given us a chance for long-term and coordinated planning. We knew there was a little bit of money—not too much money to make us not struggle—but there was money there to move forward. So we had time to work with each other.

Let me say that the most important thing that I have seen happen is the empowerment of teachers. Let me give you a couple of examples from my own State of Georgia. I could do the same for Rhode Island, which has made great progress, and Vermont—we are always looking to Vermont and what is happening there in mathematics.

I am from Columbus, GA, the second-largest city, but very close to all of rural Georgia and Alabama. A few years ago, our middle school teachers asked how can we involve more girls in mathematics. So we began a girls' camp in the summer for 6th, 7th, and 8th grade girls. What this grew into was a chance for teachers to work with other teachers. It has made more impact on our classrooms, because in the summer, our teachers feel free to get into and try new things, and to work with each other and to mentor each other.

We have gone from 2 weeks in Columbus to 4-week summer camps. A city in Alabama has picked it up this summer as has another city in Georgia. This is all done by teachers, by giving them a little bit of money and a little bit of feeling worthwhile.

Our senior high school teachers have taken advantage of the Eisenhower funds to bring in teacher leaders who have had a month's training or more at Princeton. After that week, the teachers said, "We cannot stop here," so the teachers in this area, using that start that the Eisenhower money gave them, wrote and received a quarter of a million dollar grant to a private foundation to carry on with the work that they had begun in making algebra a subject for all students.

There are many points in my written testimony about the legislation, but let me leave you with our main message—and I think Chairman Pell in his opening statement really said it. The math and science community agrees with the need to expand Eisenhower moneys to all disciplines that are now developing the content standards, with the protection of the math and science portion. And let me tell you about that protection. Without that protection, knowing what happens in many States—maybe not yours, but I know it happens in mine—math comes up every 5 years. My math says the next time that we would get money in math would be the year 2000. That is too late for us to continue the progress that we have made.

Also, I think—and now I am being very biased—I think you have a great exemplar in mathematics. If we do not make the mathematics standards-based reform work and carry it through, then we will not see the possibilities of this whole movement.

Without professional development, our national content standards will fail. Together, we can provide our students the challenging experiences they need for our Nation's future. We look forward to continuing to work together with you.

Thank you for this opportunity.

Senator PELL. Thank you very much, Dr. Lindquist.

[The prepared statement of Ms. Lindquist may be found in the appendix.]

Senator PELL. Dr. Hairston?

Ms. HAIRSTON. Good morning, Chairman Pell, Senator Jeffords. It is a pleasure to share with you my thoughts about higher education's role in program development of this Nation's elementary, middle and high school teachers, and how important it is to maintain higher education's partnership in the Eisenhower Program. I am speaking on behalf of the State higher education executive officers and as chancellor of the Ohio Board of Regents.

Let me first say that the Eisenhower Program is one of Government's successes. It has provided a way of addressing the improvement of mathematics and science education in the Nation's schools and has provided a means for thousands of teachers to help their children, their students, explore the world, a world which increasingly demands scientifically literate citizens and at best rewards with economic benefits those who can master its mathematical, technological, and scientific secrets.

In Ohio, we view education as a continuum, and we view it as a partnership. We want our universities to be engaged in partnership with our schools for the improvement of our Nation's students, and we see the Eisenhower Program as a vital piece of helping to engage universities with schools.

It is an opportunity to try new ideas, to bring faculty and teachers together, and to bring them together in their discipline areas and to encourage change.

Today I ask your support for keeping higher education and the reauthorized Title II of the Elementary and Secondary Education Act at their current level of participation. I ask that the new law enable us to maintain the momentum in science and mathematics even as we expand to other areas. And I ask for continuation of the administrative and evaluation money to make sure that we know how well we are doing what we are doing.

We believe that fundamental curricular change and appropriate teacher development flows from a collegial relationship between faculty at our universities and teachers in schools. For example, with State funds in the early 1980's in Ohio, we began to link teachers with faculty in English departments to improve the teaching of writing. We had such success with this that we expanded it to mathematics, and then, with the help of the Eisenhower Program, moved to the area of science.

We created environments of sustained collegiality and support that had sufficient intensity and duration to be truly beneficial. We went beyond colleges of education to colleges of arts and sciences. One of our most successful projects involves a professor of physics of Case Western Reserve University who has worked with hundreds of Ohio middle school teachers.

These are real partnerships between higher education faculty and elementary-secondary teachers, and they are based upon the teachers' needs and the faculty resources. The benefits are twofold. Teachers obviously gain by having this professional development available to them, but I would submit to you that faculty gain, because they are seeing in an up close and personal way what is going on today in our Nation's schools and how they must become partners to help assist our schools in moving forward.

The faculty are learning how to rejuvenate their curricula in colleges of education and in other colleges of arts and sciences as a result of this exposure.

There will always be a need for continuing professional development for teachers, even if they have had the best of undergraduate programs, because knowledge never stops. It is not static. And we must provide the capacity to educate our students and our teachers beyond what they learned in the 4 years that they were with us on the campuses.

If you crave change in the way that your children are taught, and if you hope to meet the educational goals set for this country in the year 2000 and beyond, then the way to do it is to create an incentive climate for change. The Eisenhower Program can and does create that incentive by encouraging both long-term and short-term benefits, bringing those together at all educational levels.

We have seen these benefits in five ways in Ohio. We have expanded the partnership with the Ohio Department of Education. We have leveraged external dollars as matching funds. We have created a substantive working partnership with the statewide Systemic Initiative of the National Science Foundation. Our Eisenhower Program moneys track the SSI moneys. We have seen 52 percent of the Eisenhower Program funds tied to the SSI grant in the last year, and staffs from these programs work closely together.

When you consider that these changes in Ohio have been led by colleges and universities, we offer that it is important to sustain these relationships. We ask that the moneys not be reduced or changed substantially and that higher education remain a partner, a stimulative partner, for change.

The current split is one we would support. We ask that the emphasis on mathematics and science continue even as other areas are added. We ask for the administrative and evaluation moneys that are needed to do the job.

I thank you for listening. My hat is off to you for your leadership in these areas.

[The prepared statement of Ms. Hairston may be found in the appendix.]

Senator PELL. Thank you very much indeed.

Some years ago, we got the math and science legislation through, and you are carrying on that tradition, and I think the name "Eisenhower" has helped it a great deal to move a long.

Ms. HAIRSTON. Indeed, it has.

Ms. LINDQUIST. It has.

Senator PELL. I must excuse myself, but Senator Jeffords has agreed to close down the committee. Thank you very much.

Ms. HAIRSTON. Thank you, Senator.

Ms. LINDQUIST. Thank you, Senator.

Senator JEFFORDS [presiding]. Thank you, Mr. Chairman. I am very happy to accommodate you.

I have some questions, and we have the right, under the committee rule, to send questions to you as well.

I am trying to figure out—I read the statistics we get back, and I listen to your excellent testimony, and I ask what is wrong. Now, is the fact that we have a substantial number of people who are doing well in math, and everyone else is doing terribly? Why do we come back with a study that says one out of four of all 4th graders now—and I take the 4th grade because maybe the others are too far gone or whatever—meet a reasonable standard for math knowledge and science in the 4th grade. When we hear that statistic, what does it mean? Is that compared to our competitors in Europe and Asia, or is it compared to some standard that has been established? Where does that study come from, and what does it mean?

Ms. **LINDQUIST**. I think the study comes from the national assessment, and I think it tells us something—I think the gentleman from Mississippi was right on—that we know we have a long way to go, we are making progress, and I like to look at that to show that growth from even 1990 to 1992.

I think the other thing that is happening is that we are raising expectations, so we are really looking for our students to do much, much more. As I work with teachers across this Nation in K-3, I see great leaps, and I think we will soon see the benefits. It takes time.

We must also realize that we live in a nation that believes that you are "born" with math genes, and if you do not have it, it is okay. We are trying to turn that attitude around to say that everybody needs mathematics, and everybody can learn mathematics. We must work with our elementary teachers, who are wonderful, to make sure that they know that they can teach mathematics, and children can have these high expectations. I think we will get there.

Senator **JEFFORDS**. Well, is it a question of replicating effective programs? Do we have some schools in which large numbers of students are meeting high standards in math regardless of their intellectual capacity, and some in which large numbers are failing to meet the standards? What does that statistic mean?

Ms. **LINDQUIST**. We certainly have great differences in sections of the country, in types of schools; especially at that level, we can begin to sort out differences.

Senator **JEFFORDS**. So is the problem that we do not have enough math teachers, even in the lower grades, to teach children to do fundamental math? What is the problem?

Ms. **LINDQUIST**. I think the problem is that we have not set high enough expectations of our students, and helped the teachers to understand those and ways that they could help the students reach them.

Ms. **HAIRSTON**. Senator Jeffords, I would just like to add a comment. It seems to me that historically, women have not been encouraged to go into the fields of mathematics and science. Our primary elementary and secondary teachers are women; they have not been empowered in terms of being able to be deeply engaged in the subject matter.

I think that is what we will see fundamentally changing in the next 15 years. We are seeing, at least with the elementary-secondary that we are working with in professional development through our universities, great excitement on the part of these teachers who, all of a sudden, are discovering that it is not scary to put a battery together, that it is okay to examine an algebraic notion. Those kinds of changes are very much a part, in my view, of the kind of cultural changes that we are seeing as women are moving in various directions.

Senator **JEFFORDS**. One follow-up. What about the use of technology? For instance, my daughter had a problem with algebra—this was way back—and I got connected up with Plato, and she worked with Plato, and they had a great companionship, and she improved tremendously. Is it a lack of those kinds of resources, also? I mean, if you have a teacher who does not know math, you do have computers that know math, and good software.

Ms. HAIRSTON. That is correct. I watched as our daughter was taught with calculators that have the capacity to be graph calculators. Her capacity to understand the underpinnings of mathematics was magnificently enhanced by the capacity to understand how to use this wonderful little machine.

I am delighted that this year, for the first year, the SAT is allowing calculators to be used in its examinations. That will do more to trigger what happens in schools than just about anything I can think of.

Ms. LINDQUIST. I think someone on the earlier panel, though, also said that all the technology without the good teacher there just did not make it. So we need to work on both fronts.

We also need technology of today, and the math that we need for today, and that is another direction we are moving in.

Ms. HAIRSTON. Senator, may I make a comment that relates to a question that was asked earlier today? The question was what has happened since "A Nation at Risk." I was among the number of national educators who testified before various subpanels of that before the report was issued. What I think happened from higher education's perspective was that "A Nation at Risk" also issued a wake-up call for our colleges and universities. It said that it was no longer good enough just to criticize what happens in our schools, that we had to become partners in helping to address some of those questions. And the kinds of programs that I outlined earlier, working with mathematics and science, working with English, and also working with a program called Tech Prep, which is our vocational students, helping them move successfully into technical college programs, as well as all kinds of testing and feedback mechanisms, has created a web of interaction that has gone beyond what was once just simply the high school counselor and the college admissions officer. And we will begin to see the benefits of that in this next decade as well.

Senator JEFFORDS. I hope so, because we have not seen it yet——

Ms. HAIRSTON. I am encouraged that you will see it.

Senator JEFFORDS [continuing]. And I am hoping that we will. This Nation is not going to be an economic superpower in the next century if we do not get moving to address this problem. I look at the goals we have set for ourselves, and I look at the present standards for achievement for tests that our young people have been given, even down as low as the 4th grade—you would think that by now, maybe the 4th grade would be getting up there—and I get discouraged. And I certainly believe it is partially a resource problem. Obviously, you can pull a certain percentage up and do well, but if the rest of the country is doing lousy, we are not going to make it. We are not going to have that skilled work force that is necessary. The effect of these problems is being felt by the business community. Many major corporations are finding that many of their applicants and their employees cannot read.

For example, Motorola found out—and they have some very capable people—that many of their employees could not do math, and then they found out the reason why they could not do the math problems was they could not read the problems. That is serious. That is sad. So we have a long way to go.

Ms. **LINDQUIST**. We do have a long way to go. I think "A Nation at Risk" woke the math community up. That was about the same time we started looking at national standards and setting forth, and it took us from 1983 to 1989 to bring the community together, to develop them, and go forward. It takes a long time to reach consensus. I think that time has been very worthwhile. We are ready to move, and we are moving.

Senator **JEFFORDS**. I hope so. You have given me optimism. I am going to be watching, because I want to see those grades shoot up of the 4th graders of this country.

Ms. **LINDQUIST**. I think we also have to look very carefully at what type of measures we are taking. That is our next project. You are doing that in Vermont, and we need to continue it.

Senator **JEFFORDS**. Oh, yes. I would just point out that we have had a math school at Vermont Technical for young ladies for 5 years now, and it has worked very, very well.

Ms. **LINDQUIST**. Yes.

Senator **JEFFORDS**. Thank you both so much for your excellent testimony.

[The appendix follows:]

APPENDIX

PREPARED STATEMENT OF GOVERNOR JAMES B. HUNT, JR.

Mr. Chairman and Members of the Subcommittee. Thank you for providing me this opportunity to participate in the committee's hearing on the professional development proposal in the reauthorization of the Elementary and Secondary Education Act. I appear before you today first and foremost in my position as Chair of the National Board for Professional Teaching Standards. I also appear as a governor who has made and continues to make the education of our children one of my highest priorities. I would like to make it clear, however, that I am not here as an official representative of the nation's governors, even though I am proud to serve, with my distinguished colleague from Illinois, Governor Edgar, as co-chair of the Education Leadership Team of the National Governors' Association.

I have been committed to improving public education in this country for over twenty years. I worked on important reforms for my state of North Carolina when I was Lieutenant Governor in the early 1970's and was proud to be one of the first to earn the moniker "education governor," along with my good friend, Secretary Riley. In my first two terms as governor, I established one of the nation's first math/science magnet high schools, the North Carolina School of Science and Mathematics, founded the North Carolina Center for the Advancement of Teaching, the Community Schools Program and the Primary Reading Program. I initiated student competency tests, put teacher assistants in each classroom so teachers could devote more time to teaching, and raised teacher salaries. In this term as governor, I have initiated the Smart Start program. Smart Start establishes public/private partnerships to provide quality early childhood education and comprehensive services for all North Carolina children ages 3 to 6 to ensure that they can come to school ready to learn. I proposed an Education Standards and Accountability Act to set high new standards for high school graduation in the state, based on the skills and knowledge young people must have if they are to have a future with promise in the world of work. The commission created by that act is now hard at work setting the standards. By the year 2000, the new assessment based on those standards will be given to all high school seniors and will be a graduation requirement.

My friends, I am especially pleased to be here with you today because I have spent the better part of the past decade—in between my service as governor—helping to envision, plan, and develop, what I know to be one of the most important professional development initiatives ever conceived for the teaching profession. I speak, of course, of the National Board for Professional Teaching Standards.

It began in the mid-1980's, when I was asked to serve on the Advisory Council of the Carnegie Forum on Education and the Economy, one of the important national efforts undertaken after "A Nation At Risk" to look thoughtfully and thoroughly at how to address the critical problems facing American public education. The work of the task force resulted in the 1986 report A Nation Prepared: Teachers for the 21st Century. A key recommendation of that report was the creation of a National Board for Professional Teaching Standards. It was formed in October 1987, and I have served as its chair since that first meeting.

These past ten years have truly opened my eyes to the need for high quality professional development of teachers if we are to achieve the kind and quality of education our nation's children need and deserve. We know that just as the private sector invests in the continuing development of the skills of its front-line workers in order to strengthen productivity, quality, and competitiveness, so too must public education in this country invest in the continuing development of its teachers if we are to improve student performance.

Indeed, if the federal investment in new, demanding performance standards for students is to pay off, large numbers of teachers must be educated to focus their practice on the world class standards we want all of our children, not just the elite, to meet.

I say this because it is clear that the nation is embarked on more than a process of redefining the goals and purposes of education, we are also engaged in a process that calls for new, modern instructional practices that can lead students to both real understanding of the subjects they study (not just the accumulation of facts and formulas) and the ability to apply this knowledge to the practical problems they are likely to encounter at work, at home and in their communities. This will be a tough challenge for the schools, but one that is absolutely essential to meet.

My service on the National Board has also strengthened my commitment to our nation's teachers and what they can achieve if they are given access to high quality professional development and are encouraged and supported to grow as professionals throughout their careers. It has also made me acutely aware that in most of our schools today, there is little productive investment in the on-going professional development of teachers. And I have learned what teachers from all over country already know, what passes for professional development usually doesn't work.

In tight budget times, the first line item to go is the "PD" line. It is thought to be expendable. Most of the programs lack comprehensive standards and substance. In too many districts, what passes for development programs are infrequent afternoon or after school programs, too often pulled together at the last moment, resulting in episodic experiences for teachers. Schools are not organized to facilitate or encourage development—most make no distinctions among novice, journeyman, and exemplary teachers. The organization of assignments and the very physical structure of the buildings promotes isolation, not professional conversation. And the typical salary schedule rewards longevity and encourages the accumulation of graduate credits without regard to whether the course work is appropriate or whether a teacher has learned anything in a course.

It is clear that we need to rethink professional development in the schools. It must:

- be purposeful, driven by a vision of standards and substance and well targeted on key curricular issues.
- be teacher driven.
- be focused on student learning and on high expectations for all students.
- be a priority, for administrators and teachers.
- be on-going, sustained and continuous—not just a one time event at the outset of a teacher's career and not just an afternoon or weekend of inservice training.
- have a strong clinical component. Teachers should be observing master teachers, practicing new techniques and incorporating new content, being observed by experts in their field, discussing their performance with exemplary teachers and their peers. Teachers need time to try out new ideas, time to understand how students will respond to different approaches, and time to perfect their work.

We also need to understand that just as schools, colleges, and universities are where most professional development programs are designed, implemented and supported, the states and the federal government also have an important stake in the success of this enterprise—on improving the quality of American education—and therefore can and should do much more to facilitate a new commitment to the ongoing professional development of teachers.

Therefore, Mr. Chairman, I am very encouraged by the professional development proposal which makes up Title II of President Clinton's legislation to reauthorize the Elementary and Secondary Education Act. I applaud the President and Secretary Riley for the commitment to professional development as evidenced in this Title. It surely is historic. I also applaud the Subcommittee, and you, Mr. Chairman, for giving prominence to this issue by holding this hearing today.

In the course of your deliberations on this measure, I believe you will come to share my view that this proposal shows a keen understanding of the complexities and sensitivities of the issue, and a recognition of the real world in which teachers live. I also believe that you will surely find important and necessary improvements to make in the legislation. One emphasis that I hope is not diminished in this legislation is the recognition of the importance of the work of the National Board for Professional Teaching Standards.

We are able to undertake this important work because of your leadership, Mr. Chairman, and that of Senators Dodd and Harkin and Chairman Kennedy, in providing federal matching funds to develop the National Board's new system of National Board Certification and for your continuing support. Strong federal support for National Board Certification is absolutely essential to the success of our mission. I also want to thank Senator Jeffords for his strong support, and Senator Kassebaum in helping the federal funding legislation to become law. To date the Board has raised close to $54 million to fund our mission, over $19 million of that has been in federal appropriations.

The National Board is a non-profit organization dedicated to setting high and rigorous standards for experienced teachers and developing a voluntary assessment program to identify and certify the highly accomplished teachers who reside in this nation's classrooms and whose daily labors all too often go unrecognized and unrewarded. It is creating for the teaching profession a system of advanced certification much like the systems already developed for the medical, architecture, and accounting professions. National Board Certification, when complete, will be made up of some 30 certificates. We expect to be launching the first two certificates nationwide this fall.

The institutionalization of this bold new program in America's schools—both public and private—will provide one of the most important systemic reforms in education possible in our lifetimes. But National Board Certification is really much more than just the development of national standards and a certification program for teachers. It recognizes that while state licensing of beginning teachers is essential, we need a higher standard for accomplished teachers to seek. We need to send a signal to teachers that professional development does not end the day they begin teaching. National Board Certification goes to the heart of a quality education: the quality of the classroom teacher.

It represents a new opportunity to rethink how the profession organizes itself for the continuing growth and development of its members, which is essential if student learning is to improve. While the National Board's standards will provide the learning curriculum for professional development where none now exits, and the assessment process will enable teachers to measure the quality of their practice, the process for becoming a National Board Certified Teacher is itself designed to foster the improvement of practice. We know this to be the case from our initial work with candidates in the development and testing of the certification process.

This school year has been one of great excitement at the National Board, for we have been engaged in national field tests of assessment packages for our first two certificates: Early Adolescence/English Language Arts and Early Adolescence/ Generalist. Over 112 school districts nationwide, from New York to Fairbanks, which employ 165,000 teachers (8% of the nation's teachers), responded to our request for participation in our field test network. Network participants review and comment on draft standards. Volunteers from within the network with experience teaching English language arts and with experience teaching more than one subject (a generalist) to early adolescent students (students ages 11-15) became candidates for the field tests.

The assessment for these two certificates includes a school site portfolio, a content knowledge essay examination, and several assessment center exercises. Candidates worked through the fall and early winter forming their portfolios. Just three weeks ago they went to 26 assessment centers throughout the country to complete the remaining portions of these rigorous assessments.

The first portfolios require teachers to prepare videotapes of their instruction, analyze samples of their students' work, write reflective essays about their teaching, and plan and implement a curriculum unit. The content knowledge section for the English language arts certificate, for example, includes exercises related to literature, language variation, text selection and the teaching of writing. Assessment center activities include a structured interview where the candidate is asked to explain and defend his or her portfolio, a simulated exercise in planning instruction, a cooperative group discussion exercise, an instructional analysis exercise, and an exercise that involves the candidate in the evaluation of student work samples. No multiple choice items are in the assessment; we are emphasizing the use of knowledge in making judgements about how to achieve and improve student learning.

From initial surveys of participants after the completion of the portfolio portion of the assessment, we are extremely encouraged to find that the process of National Board Certification is proving to be a rich professional development experience for teachers. Consider these typical comments:

"The portfolio development process has caused me to scrutinize every aspect of my teaching."

"Completing the portfolio has helped me tremendously as a teacher. By reviewing the videos I can see some things I need to improve, and I can see some things that are good. Taking the time to analyze the students' progress has been interesting. I think every teacher should complete this process at least once every five years. It makes one stop and reevaluate the teaching/learning process."

"Working on this portfolio has forced me to be more reflective about my teaching and student learning. Although the initial videotapes were difficult to view, I can now watch myself with a critical eye, searching for other strengths and weaknesses in my lessons. I have been challenged to analyze and evaluate what I do in my daily interactions with students. This has helped me to make positive changes."

"I will be a better teacher whether I receive this certification or not."

"This has been a real growth process for me."

We know that National Board Certification will provide teachers across the country with the opportunity to gauge their knowledge and skills against objective, peer-developed standards of highly advanced practice. The assessment processes are tools for teacher learning and reflection. Participating in National Board Certification will assist teachers in making adjustments and improvements in their practice. Clearly, National Board Certification is an extraordinarily useful professional development experience.

I believe strongly that all teachers in our schools should have access to knowledge about National Board Certification and should be encouraged and supported by the system—by their peers, by administrators, by school boards, the legislatures, and the governors, to consider preparing for and participating in National Board Certification. The legislation before you recognizes the importance of this by including language under the authorized activities sections.

As Governor of North Carolina, I am already a step ahead of this legislation. I set up a statewide "Friends of the National Board" committee to come up with appropriate incentives and ways National Board Certification could be encouraged and used in the state. The committee's recommendations have been adopted by the State Board of Education and included in its proposed budget. They include paying the assessment fee of every candidate in the state, providing up to five days release time for each candidate to prepare for and sit for the certification, and providing to each successful candidate a one time bonus of $5,000.

Other states and localities have begun to take action as well. Iowa, Oklahoma, and New Mexico have portability provisions such that a National Board certified teacher can come into the state and teach without jumping through new licensure hoops. Oklahoma, Mississippi, and Colorado are looking at incentives options ranging from fee payments, to bonuses, to advancement on the salary schedule. New Mexico has appropriated funds to pay for candidates' fees. Iowa has made funds available for fee defrayal. Kentucky is looking at Board certification in conjunction with reform of its licensure/certification scheme.

Fairfax County in Virginia is counting National Board Certification as fulfilling one half of the continuing education credits required for teachers in the county to become recertified. Rochester, New York will reimburse the fees for National Board Certification to any teacher who completes the process and successful completion will be considered as a special qualification for lead teacher eligibility.

The National Board is delighted with these early activities and looks forward to working with states and localities as professional development funds are made available through this legislation. I would like to underscore that at the center of our work, one principle is fundamental. The decision to sit for certification must be voluntary. We are committed to that proposition and will oppose any efforts at any level to require a teacher or teachers to acquire a National Board certificate to retain their job.

As I have said, Mr. Chairman, these are exciting times for the National Board. We are at this point because of your leadership and support and because of the support from many other members of Congress, President Clinton, Secretary Riley and former Secretary Lamar Alexander, governors, state legislators, leaders of business and education, and a growing body of teachers throughout this land.

I would like to close by saying that of all the issues I have been involved with in public service the last twenty years, the National Board for Professional Teaching Standards has more potential for dramatically improving the quality of teaching and our children's learning than anything else I have seen.

I thank you.

PREPARED STATEMENT OF ARGIE K. JOHNSON

Good morning Chairman Pell and members of the subcommittee. I am Argie Johnson, general superintendent of the Chicago Public Schools. I am very pleased to testify today on the critical role professional development plays in education reform, in general and in the improvement of urban education in particular. Additionally, it is a distinct pleasure to testify before my Senator, Senator Paul Simon. Senator Simon's commitment to education and his efforts on behalf of the children of Chicago are very reassuring to those of us in the field who have devoted our careers to improving the educational opportunities for disadvantaged children.

As general superintendent of schools in Chicago, I am the educational leader of a $2.7 billion school system that serves 409,999 children in 553 schools and employs a staff of just over 40,500. Nearly 80 percent of our student come from low-income families.

Before coming to Chicago in August 1993, I was a deputy chancellor for instruction of the New York Public Schools, an enterprise with a budget in excess of $7 billion, serving almost 1 million children in 1,035 schools.

I received a bachelor's degree in Biology from Johnson C. Smith University, a master's degree in Science Education from Long Island University and another master's degree in Supervision and Administration from Baruch College. And, I am currently a doctoral candidate at Columbia University's Teacher College. This educational background, coupled with my more than 26 years in education, have led me to be a strong advocate for children and professional development for staff.

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First, I strongly support and agree with the priorities established by President Clinton in his recommendation to the committee on the reauthorization of Elementary and Secondary Education Act. Within ESEA, the highest priority must be the title 1 program for disadvantaged children, including the P.L. 89-313 program. Following closely behind the program for children, must be professional development. It is commendable for the administration to place these two initiatives as the first two titles of the reauthorization.

However allow me to make myself clear, although funds available from Chapter 2 has significantly dwindled over the past years, Chicago's public schools have still been able to put these monies to good use. I and many of my educational colleagues, from the Great City Schools feel that professional development should be an even high priority.

As you are well aware, the most important aspect of education is what happens between a student and a teacher. Supporting this crucial relationship has the power to make a significant difference in student academic achievement.

Yet, there is a growing, critical chasm between today's students and teachers. Our student body is very different from that of the past. They live in a world that is much more affected by diversity, technological advances, and a rapidly changing environment that demands higher order thinking skills instead of a fact—recall ability.

Today's students are often in classrooms with teachers who have been taught to provide instruction to students of the past. Our aging school staff are often specialists in teaching methods that no longer match our current students or required skill ability.

The gap can be closed. In order to provide world class education to our Nation's children, we must reinvest in the professional development of our teachers, other school staff and administrators. Investing in the professional growth and development of those who provide instruction, guidance and nurturance means investing in students. The return on this investment will provide dividends of student success

Let me caution you, though, that effective professional development must be systemic. It must reach every classroom across the country. We must find ways to incorporate training into the regular school day. This multilevel development must stress high expectations and standards for learning for all students. It must move from providing for school district concerns, to addressing local school needs and finally, to meeting the professional development plan for each teacher. It must encourage and facilitate professional networks for sharing among staff. And, it must bring the best practices and knowledge of exemplary programs to each classroom.

Finally, a few provisions of ESEA Title II deserve special attention. I strongly support the requirement that 80 percent of the local funds be expended for professional development of local school-level personnel. These are the front-line people who directly affect the lives of our children. This is where the emphasis in professional development must be placed.

Additionally, as a science major and a former scientist, I bring a unique perspective on some of the bill's requirements. Flexibility is needed to address the pre-determined set-asides in the administration's bill for math and science professional development. With up to nine core academic subject areas have been identified as critical to the National Education Goals in your recent Goals 2000 legislation, there may not be a need to prioritize math and science professional development every year, especially with periodic Department of Energy and National Science Foundation funding in these areas. We need to have the flexibility to meet the professional development needs that are derived from the required district-wide needs assessment to title II without an overriding set-aside for one subject over another.

Also, allow me to suggest that one-third local matching share required under title II is unnecessary. The important point is that the title II professional development activities be coordinated with our district-wide program, our title I and other ESEA programs and our Goals 2000 plans. The use of title I, title VII or Goals 2000 funds to match title II could become purely an accounting procedure. The integration of all of these program plans is the critical element to achieving broad-based professional development in our schools.

Thank you for the opportunity to present this priority program with you today.

PREPARED STATEMENT OF ELAINE H. HAIRSTON

It is, indeed, a pleasure to be with you today to share my thoughts on the role of higher education in professional development for this nation's elementary, middle and high school teachers and how important it is to maintain higher education's participation in the Eisenhower Program which you are now considering for re-authorization.

I am speaking on behalf of the State Higher Education Executive Officers organization and as Chancellor of the Ohio Board of Regents. I am privileged to serve one of this nation's largest and most comprehensive higher education systems enrolling over 500,000 students on 65 public campuses and 70 private higher education institutions.

Let me first say that the Eisenhower Program is one of government's right approaches to addressing the improvement of mathematics and science education in the nation's schools. It has provided the means for thousands of teachers to help the nation's children better explore their world—a world which increasingly demands, at minimum, scientifically literate citizens and, at best, rewards with economic benefits those who can master its mathematical, technological and scientific secrets.

In Ohio, there is a decades long history of collaboration between primary/secondary and higher education. We view education as a continuum and as a partnership. We want our universities to be engaged in partnership with schools for improvement and we see the Eisenhower Program as a vital piece of Ohio's plan to reform education and revitalize our teachers. It creates an opportunity to try new ideas, bring faculty and teachers in the same discipline together and encourage change.

Today, I want to share with you some thoughts about the importance of the Eisenhower Program in bringing together teachers, faculty and others in a fully collaborative partnership for renewal and change. I will ask for your support in keeping higher education in the re-authorized Title II of the Elementary Secondary Education Act at the current level of participation; I will ask that the new law enable us to maintain the momentum in mathematics and science education; and I will ask for a continuation of administrative and evaluation money for higher education costs.

We believe that fundamental curricular change and appropriate teacher development flows from a collegial relationship between teachers in the schools and faculties in colleges and universities. For example, with state funds in the early 1980's we began to link teachers with faculty in English departments to improve the teaching of writing; we had such success that we expanded to mathematics and, then, with the help of Eisenhower funds, to science. We created environments of sustained collegiality and support that had sufficient intensity and duration to be truly beneficial. We went beyond Colleges of Education to Colleges of Arts and Sciences. One of our most successful projects involves a Professor of Physics at Case Western Reserve University who has worked with hundreds of Ohio teachers.

I am pleased to say that these partnerships between higher education faculty and elementary/secondary education teachers are real partnerships based on teacher needs and faculty resources and its benefits are two-fold. Teachers certainly gain in obvious ways but faculty in our colleges and universities also learn a great deal about the nature of the world of the elementary, middle and high school teachers—a world in which out-dated equipment and textbooks (or little to none at all), crowded classrooms and unmotivated students are a reality for many.

There are some people who suggest that there is something wrong with the way we prepare our teachers. Some suggest that our Colleges of Education are out of touch or out of date. They question why we need an Eisenhower Program to continually provide teacher professional development, suggesting that if something different had been done at our universities that such expenditure of funds in later years would not be necessary. The fact is that there will always be a need for professional development for teachers to keep them abreast of ever-changing knowledge in their disciplines; to give them training in the technological changes which are significantly impacting what goes on in classrooms; and generally to renew and revitalize the minds and souls of our nations's teachers. It is equally true that the place where this kind of renewal should go on is on our campuses where the partnerships between those who teach at all levels can learn from each other.

If you crave change in the way your children are taught and if you hope to meet the educational goals set for this country in the year 2000 and beyond, the way to do that is to create a climate for change. The Eisenhower Program provides that climate, encouraging both short-term and long-term benefits, bringing together those who teach at all educational levels.

In Ohio, I am pleased to say that higher education's leadership and funding within the Eisenhower Program has fostered collaboration in many ways: (1) To expand the partnership with the Ohio Department of Education; (2) To leverage external dollars as matching funds; (3) To create a substantive working partnership with the National Science Foundation State Systemic Initiative Grant which has been in place during the past two years. Last year, 52% of the Eisenhower projects funded had close ties tc our State Systemic Initiative Grant. Staff from each of these federally-funded programs work closely together; and (4) To involve representatives from business and industry in math and science education issues.

I will share a few statistics with you to give you just a sense of the use of the higher education Eisenhower dollars in Ohio. Last year, 23 of Ohio's colleges and universities shared $2,160,052 in Eisenhower dollars. Almost 4,000 teachers worked with faculty in these 23 higher education institutions to participate in the kind of professional development activities which can truly make a difference—coursework, seminars, field trips, summer camps and extensive follow-up during the school year. Since 1985 about 15,500 Ohio teachers have participated in higher education sponsored professional development activities. They learned about mathematics and science and technology and they learned new ways to engage the minds of young people. I am pleased to say that significant effort is being given to reaching young women and minorities and those who have not historically been well represented in the study of mathematics and science. Sometimes what they learned was that the role of a teacher goes beyond standing at the head of the class and lecturing. The teacher can also be a "guide on the side, instead of a sage on the stage"—the goal is the personal engagement of the student. Teachers are learning some alternate ways to assess learning. Noisy classrooms can be creative ones where students work in small groups or teams on a common project. And they learn that technology can open and excite young minds as well as assist in data needs.

As you give thoughtful consideration to the reauthorization of the Elementary and Secondary Education Act and the future of the Eisenhower Program, I would ask that you consider that these changes have been led and stimulated by the colleges and universities and that it is important for them to have a continued stake in the success of our nation's schools. The Eisenhower Program is a way to do it. Our experience indicates that the active participation of each states's higher education oversight agency in collaboration with the state agency for elementary and secondary education and the many other constituencies is absolutely necessary in order to meet professional development needs and to create long-term, systemic change.

I would ask that Eisenhower money for higher education agency grants to colleges and universities not be eliminated or reduced substantially. Higher education needs to actively participate in order to remain viable participants in educational reform. We would hope that our involvement continue undiminished in the new Eisenhower Professional Development Program. The current Eisenhower Program 75/25% split between elementary/secondary education and higher education would enable us to remain active participants in important reform and collaborative activities. We would also ask that the momentum already in place in mathematics and science reform continue, and I understand that proposed language would do so. We need to continue the administrative and evaluation dollars for higher education agencies to get the job done. Clarification about the specific percentage allocated to state higher education agencies for administration will be appreciated.

Thank you for giving me the opportunity to share these thoughts and concerns with you. I would be pleased to answer any questions you may have.

STATEMENT OF THE AMERICAN CHEMICAL SOCIETY

The American Chemical Society (ACS) appreciates the Committee's efforts to improve upon the Elementary and Secondary Education Act (ESEA), and would like to offer some comments regarding ESEA's reauthorizing legislation embodied in the Improving America's Schools Act (H.R.6).

HIGH-POVERTY SCHOOLS AND SCHOOL DISTRICTS

The ACS supports the Administration's proposal directing Title I funds to school districts and schools with large concentrations of low-income students. The Society's long-standing commitment to quality science education for students from underrepresented groups and its efforts to increase their participation in the sciences are important priorities for the ACS. One crucial factor in attracting these students to the sciences is the importance of helping them acquire strong math skills at the elementary school level. The supplemental programs focusing on remedial mathematics and reading skills supported by Title I would help develop the solid, basic skills which would enable these students to progress to a higher level of learning, including the sciences. Since a disproportionate number of minority students live in low-income school districts directing the money to these high-poverty areas should help to raise these students' skills in the core subjects.

The American Chemical Society contends that concentrating these funds would facilitate enduring improvements. For many years, the Title I funding mechanism has spread thinly and widely the federal support for compensatory education. The program, on average, has achieved modest benefits that have not been sustained over time according to recent studies of the program, including the 1993 RAND's Institute on Education and Training Report, "Federal Policy Options for Improving the Education of Low-Income Students." Consequently, the Society recommends that Congress adopt a strategy that favors "depth over breadth."

The ACS is convinced that quality education is central to U.S. economic competitiveness in the global marketplace and that quality education will continue to elude this Nation unless the lack of educational opportunities in the high-poverty communities is addressed. For these reasons, the ACS concludes that concentrating Title I funds and directing them at low-income areas would be an important step in this direction and recommends that the Committee give greater financial support to the educational needs of children in high-poverty schools.

MATHEMATICS AND SCIENCE EDUCATION PRIORITY

The American Chemical Society also would like to comment on the proposed refocusing of the Eisenhower Program to support all core academic subjects rather than just mathematics and science, as it was designed to do. The Society has serious concerns about expanding the scope of the

Program. Although appreciative of the legislative intent to focus resources on teacher development, the ACS believes that the proposed Title II would undermine the expressed purpose of the "National Education Goals" which the Goals 2000: Educate America Act codified: "By the year 2000, United States students will be first in the world in mathematics and science achievement" and ". . . math and science education will be strengthened throughout the system, especially in the early grades."

These aspirations demand long-term investment. The current Title II program has delivered positive results through its support of teacher development and its leveraging of local funds to promote larger reform efforts in science and mathematics education. The revised Program, by supporting all "core" academic subjects, risks compromising the commitment to mathematics and science literacy and achievement and, thus, dilutes the gains which have been made in these areas.

The ACS urges Congress to ensure that, at the very least, funding for science and mathematics education under the restructured Eisenhower Program—both the national and the state grant components—not fall below the level currently devoted to mathematics and science programs. Additionally, the Society recommends that Congress direct the Secretary of Education to give greater attention to science and mathematics activities when the Secretary determines the grants that the Eisenhower National Program will support. This action would demonstrate congressional support for improvements in these areas and recognize that there is progress yet to be made.

EQUITY IN EDUCATION

The Society applauds the legislative intent of H.R.6 to promote educational access and equity for female students and other underrepresented groups by ensuring the incorporation of teaching and learning practices reflecting these concerns into the programs to train teachers, counselors, administrators, and other school personnel. Furthermore, the ACS commends the reviving of the Women's Educational Equity Act grant program to develop and disseminate model programs, curricula and materials, and the establishing of a Special Assistant to the Secretary of Education for Gender Equity to oversee gender equity policies and activities in the Department's programs. Retaining female students and increasing the participation of other underrepresented groups in the mathematics, science, and engineering fields are priorities for the American Chemical Society. The ACS believes that these provisions will further foster educational access for all students.

SERVICING AND PREPARING TEACHERS—THE LINKAGE BETWEEN PRESERVICE AND IN-SERVICE PROGRAMS

The ACS strongly recommends that Congress include in the Conference Report on the ESEA reauthorization (Part A—Dwight D. Eisenhower Professional Development Program) specific language emphasizing the importance of the linkage between in-service curricular innovations and preservice programs; thereby, providing

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leadership for a crucial component of education reform. Although the Society is very supportive of in-service programs, the ACS also believes that it is critical to introduce reform at the earlier preservice level—before college or university students become certified as teachers. Only changes at the preservice level will produce fundamental improvements because progress at that level will impact all future teachers, not just the present teachers who benefit from in-service enhancement programs. Currently, most curricular innovations developed to enhance science instruction at the precollege level are targeted for in-service enhancement programs and not designed to impact the preservice curriculum. Since colleges and universities receive many in-service enhancement grants, Congress must encourage these institutions to establish procedures whereby the methods, the curricula, and the technical resources that are developed as part of these grants are incorporated into the preservice programs of future teachers.

FEDERAL FUNDS TO SUPPLEMENT, NOT TO SUPPLANT STATE EXPENDITURES

Finally, the American Chemical Society supports the legislative intent for ESEA funds—especially Title II dollars—to supplement the amount which state and local authorities have allotted for the programs for teachers, not to supplant state spending on such activities. Over the years, many state and local officials have admitted that in times of budget crisis, in-service programs have been among the first items to be cut from state budgets because the states could still rely on receiving some type of federal funding. Requiring these funds to be supplemental should increase the monies available for teacher enhancement programs, rather than just produce a simple shift in the source of funding from the state to the federal level.

The Society also recommends that Congress encourage state and local authorities to establish committees of science teachers, working with cognizant administrators, to determine the science projects and activities that deserve Title II funds. Having local, regional, or statewide science teacher committees actively participating in the selection process will ensure the funding of innovative projects that will serve the needs of the students.

The American Chemical Society with its membership of 150,000 chemical scientists and engineers stands ready to assist you in the passage of this legislation. If there are any questions regarding our concerns and recommendations, please do not hesitate to call upon us.

PREPARED STATEMENT OF SENATOR HATFIELD

Mr. Chairman:

Success stories in education exist all around us. Yet, we clearly have more to do. Through efforts like Goals 2000, School-To-Work, technology initiatives and others, this SubCommittee will craft a myriad of programs which will serve to enhance the federal role in education. While I welcome the innovation contained in these new programs, I am concerned that we not be quick to throw out the tried and true programs which have yielded strong results and are progressing towards reform.One such success story is the Dwight D. Eisenhower Mathematics and Science Program, the focus of S. 1267, legislation I introduced early in the 103rd Congress.

We need to listen to the practitioners, the front liners, the teachers themselves, and hear their needs. They will tell you that they regard the Eisenhower Program as one of the most beneficial of all the Federal education programs. Not only is this the case from secondary math and science teachers but also from vast numbers of elementary and middle school teachers. This appreciation stems from the fact that the major portion of funding under the Eisenhower program is directed right into classroom uses.

In addition to the tangible improvements the program makes possible, there is a significant psychological lift from the availability of these funds. Many experienced elementary teachers say that for the first time in their careers, they are able to take part in programs that not only turn them on to teaching math and science but also turn their students on to doing math and science.

If the input from teachers is examined, we find that the three pronged approach built into the program has proven to be extremely effective. The district programs, state initiatives, and higher education efforts each make their own unique contribution to professional development. Eisenhower is now making a measurable impact, and the enthusiasm that is being stimulated among our teachers bodes well for the future. We cannot be too impatient, this is not an instantaneous process. There is still much to do.

Therefore, I urge caution in making any major change in focus in Eisenhower. I do not oppose a major new initiative in professional development, but I do not want to see it come at the expense of a successful program which produces real results.

The achievement of the program is a powerful argument for continuing it with minor changes. This success is documented in the report, The Eisenhower Mathematics and Science Education Program: An Enabling Resource For Reform, issued by the Department of Education in 1991, and the Federal Coordinating Council for Science, Engineering and Technology's report entitled The Federal Investment in Science, Mathematics, Engineering, and Technology Education: Where Now? What Next? issued in 1993. As is pointed out emphatically in the former report, drastic change is not warranted. Rather, we need to guarantee that successful programs already under way will continue to receive adequate support.

Those arguing for change note that funding levels for professional development are inadequate. Funding is inadequate, but incorporating six other subjects with a little over twice the money will make it even more inadequate and even less focused. The Department of Education study, conducted by SRI International, clearly states:

> "Do not broaden the range of targeted subject areas beyond mathematics and science . . . It is always a possibility that the program will become a more broadly focused staff development initiative (in fact, this proposal was among the Department of Education's recommendations several years ago). However, the findings reported here suggest that one of the most powerful features of the current program structure is the fact that it targets resources exclusively on mathematics and science education. By retaining this focus, the program guarantees that these subject areas receive attention, and that they are not treated in a trade-off relationship with all other areas of the curriculum in competition for staff development resources."

"DO NOT BROADEN THE RANGE—RETAIN THIS FOCUS—TARGET RESOURCES" These are powerful statements which support the pleas of our teachers. And the pleas are not coming from teachers alone. At another recent hearing on the reauthorization of the Elementary and Secondary Education Act, the Superintendent of New York City schools asked that the Eisenhower Math and Science program be left intact. Since math and science are treated as a separate goal in Goals 2000, it would be quite reasonable to treat them separately in a professional development bill. A combination of the purposes in Goals 2000 with the current Eisenhower Math and Science Program should result in a strong initiative toward systemic reform. Goals 2000 calls for planning. The Eisenhower program provides for implementation.

Let me briefly describe what I propose to do. First, I am supportive of professional development for all areas. I intend to introduce legislation in the coming weeks which builds on S. 1267 and proposes to maintain the current Eisenhower program as it currently is within the overall structure of professional development. The funding mechanism will maintain the math science priority with a provision for growth as the funding for the entire professional development program grows.

The funding mechanism provides for a protective floor and growth in math and science education, the Eisenhower Regional Consortia, and the national programs. For any amount over $650 million for the total professional development program, money available to the other subjects will increase faster than math and science. The result could be that as the other subjects get their standards finished, more money will be available to implement them. The percentage allocation of State math-science funds will remain the same, thus assuring that the effective local, State, and higher education programs can be continued. The increase in funding for the National Consortia and national programs is essential due to the increased demand for better assessment procedures and coordination of programs included in this legislation.

My legislation also adds two new components to Eisenhower. One called "Science Start" addresses a program recommended by the Expert Panel for the recent FCCSET report and was contained in the original Excellence in Mathematics, Science and Technology Education Act which became law in 1990. This is a demonstration program as providing for the training of Head Start teachers in science instruction for use in Head Start classrooms. It is my hope to replicate, on a national level, a program in place at Marylhurst College in my own state of Oregon. Marylhurst, under the direction of President Nancy Wilgenbusch, hosts a four week Head Start Summer Institute which nurtures Head Start educators in the teaching of science. The program generates a partnership between Head Start, local colleges, and community resources to stimulate children's interest in science.

The other program included in my legislation is the "Elementary Mathematics and Science Equipment Act of 1993". This legislation provides small grants to schools for the purchase of "hands-on" elementary science equipment. The primary thrust of the Eisenhower Math-Science program is professional development. There is a critical need for materials in order to improve mathematics and science instruction. This legislation, which has been approved by the Senate previously as part of the OERI reauthorization, is a key element in mathematics and science education reform. This provision was recently dropped in conference with the House, as were other small programs added to the OERI reauthorization—I am anxious to pursue its final passage.

Finally, my legislation includes several refinements to the Eisenhower program itself—fine tuning based on input from educators throughout the country. My bill places a priority on elementary programs, opens competition for funds to consortia and public-private efforts, and strengthens the recruiting and retraining of the undeserved and underrepresented. These improvements coordinate very well with the Goals 2000 legislation.

Once again, the strongest argument that I can give for my legislation is that we have a system in place that is working quite well. In our quest to meet emerging needs, we should build on our successes and not eliminate our foundation. The Eisenhower Program is the single largest federal effort in pre k-12 science and math education and it is the only program within the Department of Education devoted to these critical subject matters. If we dilute it now, we will have taken a serious step backwards in our effort to ensure that all American children will be first in the world in math and science achievement by the year 2000. The Department of Education's study concludes with this statement:

> "In the final analysis, the federal government should recognize the trade-offs that exist between top-down control of the program and initiative from below. The Title II/Eisenhower program appears to have struck a good balance between the two. Over time, these changes will provide the foundation for new visions of mathematics and science education to become a part of widespread practice."

PREPARED STATEMENT OF WENDY KOPP

Mr. Chairman and Members of the Subcommittee, my name is Wendy Kopp. I am the founder of Teach For America, a national teacher corps of talented, dedicated individuals from all academic majors and cultural backgrounds who commit a minimum of two years to teach in under-resourced urban and rural public schools. Over the past four years, we have recruited, selected and trained over 2400 new teachers and placed them in 90 school districts around the country-from Los Angeles, to the Rio Grande Valley, to the Mississippi Delta, to Washington, D.C. We have learned a great deal about the need for quality teachers in our nation's schools. We have also learned about the way new teachers are brought into the profession, and the professional needs of beginning teachers.

Teach For America is excited about the focus placed on teacher professional development in the reauthorization of the Elementary and Secondary Education Act. We are happy to see that the proposed legislation allocates significant resources to teacher professional development, for we share your conviction that the success of the education reform effort depends in large part on the people who staff our schools. It is our belief, however, that ESEA should do more to address the pressing need to improve the way in which beginning teachers are recruited, selected, developed, and licensed.

Our public schools will hire approximately one million teachers between now and the year 2,000. The beginning teachers we hire today will constitute at least a third of the teaching profession by the turn of the century, and they will also play an important role in furthering the development of their fellow faculty members.

Now is the time to take action to improve the way in which new teachers are brought into the profession. State Departments of Education, school districts, schools of education, and private organizations must have the resources and flexibility to assume new roles and responsibilities if we are to realize the day when talented individuals from all backgrounds and walks of life compete to enter the profession of teaching; when school districts invest heavily in the recruitment, selection, and development of a quality teaching force; and when individuals are granted professional licenses to teach when, and only when, their performance meets standards of excellence.

The reauthorization of ESEA presents an historic opportunity to provide state and local agencies in cooperation with universities and nonprofits the flexibility and start up funds necessary to recruit,select, develop and license new teachers

The Need

School systems in search of good teachers find themselves battling the public's perception that teaching is a downwardly mobile profession. To make matters worse, few school districts launch aggressive recruitment efforts. Those that do often start from the assumption that they will not be able to attract our nation's most talented individuals and rarely seek to recruit the thousands of individuals-mid career professionals, former military personnel and recent college graduates-who have the inclination to teach,.a wealth of experience and knowledge of their subjects, but did not major in education.

Those who do enter teaching – whether through traditional or alternative routes to certification – almost always participate in preparation programs which are disconnected from the realities of schools. They generally find support and training to be nonexistent just when they need it most – *after* they assume full responsibility for a classroom.

Existing state laws almost always grant licensure to individuals who have taken a certain number of courses and classes, regardless of whether the individual has demonstrated the potential to be an effective teacher or not. Thus, the laws unnecessarily limit the pool of potential teachers and do little to ensure a quality teaching force.

The Solution

In the world we envision, school districts would be empowered with the resources to invest in recruiting, selecting, and developing teachers. The districts could develop the internal capacity to recruit, select, and train teachers, or they could contract out with schools of education or other organizations to enhance their capacity in these areas.

Through a rigorous selection process, districts would be free to select the most talented and dedicated individuals, regardless of their prior coursework in education, from among all of these pools. Districts would place all of their new teachers in residencies, in which they would assume full teaching responsibilities while at the same time participating in extensive professional development beginning with an intensive preservice program and extending through two years of teaching.

To ensure that the teachers meet the defined standards, districts would recruit teachers aggressively from all walks of life. They would recruit from schools of education, which would continue to play their role in expanding the pool of potential teachers. Districts would also recruit from other pools – recent college graduates, mid-career professionals, and others.

The state would require all districts to ensure that their teachers meet defined performance standards by the end of the first or second year of teaching. Teachers would receive professional teaching licenses only by demonstrating, through a portfolio assessment process, that their performance met defined standards.

The Opportunity for ESEA

The Elementary and Secondary Education Act can play an important role in enabling states and local education agencies and private organizations to realize the solution by:

(1) Providing resources for States to develop the capacity to make the transition to performance-based certification

(2) Increasing the resources allocated to Local Education Agencies for the purposes of recruiting and selecting new teachers, and placing them in "residencies," in which they assume teaching responsibilities while participating in two years of extensive professional development beginning eight weeks before they enter the classroom.

Mr. Chairman, these are our recommendations. We would enjoy the opportunity to meet with members of the Subcommittee and their staff to discuss these recommendations in more detail.

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PREPARED STATEMENT OF CHARLES W. CASE

I am here to state the purposes of the National Network for Educational Renewal led by John Goodlad. I will use the University of Connecticut and Bulkeley High School in Hartford Connecticut as an example of a new form of initial educator preparation and continuing professional development for teachers and administrators. I will share what we have learned about professional development from our intense involvement in schools. I will then comment on the proposed Title II Amendments to the General Education Provisions Act.

John Goodlad has posited a mission for teacher education that is comprised of four major curricular themes,

> ...each transfused with and transcended by moral dimensions and implications. Two of these components -- enculturating the young in a social and political democracy and providing access to the knowledge effective humans require -- arise out of the educational functions assigned to our schools. The other two -- teaching in a nurturing way and exercising moral stewardship of schools -- are what teachers must do exceedingly well. Moral considerations give dimensionality and coherence to the whole; they are the substance of teacher education programs and the basis of a teaching profession. (1994, p. 4)

The National Network for Educational Renewal currently comprises 16 settings involving 25 colleges and universities, working in close collaboration with 99 school districts and some 250 partner schools. The primary mission of the Network is for schools of education, the liberal arts and sciences, and partner schools to achieve simultaneous renewal by working together intensely and on a sustained basis. Both parties working together seek new ways to better prepare teachers and administrators and to simultaneously change the way schools operate. As John Goodlad has stated:

> ...schools must be centers or cultures of inquiry, renewing themselves continuously by addressing self-consciously the total array of circumstances constituting their business -- and in this way become good. To be very good, schools must place education at the heart of renewal, vastly broadening their instructional practices and rejuvenating their curricula. This necessitates far more effective, comprehensive educator preparation programs than we have now. And these are possible only by closely linking schools and universities in [a] simultaneous process of renewal...(1994, p. 271)

The Network is dedicated to increasing the capacity of teachers and other school professionals, school administrators, and university faculty to change schools and colleges to inquiring and collaborative organizations that truly serve the diversity of students in the schools today.

THE UNIVERSITY OF CONNECTICUT'S TEACHER PREPARATION PROGRAM

At the University of Connecticut we began a total redesign and pilot testing of our teacher and administrator preparation programs seven years ago; this represents a complete redesign in the way we had traditionally prepared our teachers, in separate programs of study, without a solid grounding in the liberal arts, with little or no experience in urban settings or with a diversity of learners, and with few clinical experiences other than student teaching (many teacher preparation programs across the country have similar problems). In addition to our collective experience, we were guided by tenants postulated by John Goodlad and by the Holmes Group. In restructuring our program, we also evaluated the inclusion of issues such as diversity, multicultural education, leadership, reflective practice, and inquiry within the course of study. In responding to these concerns, the faculty along with our school partners, created and pilot tested an integrated bachelor's/master's degree program which was implemented in the Fall of 1991. Within this program five broad tenants of professional preparation were articulated and provide the structure around which the specifics of the program are built:

1. A broad liberal arts background, with a specific subject matter major, would be part of every student's plan of study.

2. Every student would be afforded a series of progressively challenging clinical experiences, including a mandatory urban placement and experiences with students with disabilities (these experiences would span the grade levels for all students).

3. The program would include a common core of pedagogical knowledge for *all* students, regardless of the final area of certification in addition to specific pedagogical preparation in the area or areas of elected certification.

4. That teaching competence would be built across six clinical experiences which are tied closely to the seminar and pedagogical courses.

5. Lastly, that analysis and reflection about classroom practice, as well as school and community relations, would play an important role in educating future teachers to become effective as decision makers and as contributors to the growth of knowledge.

The five year, integrated bachelor's/master's degree professional preparation program is organized around five strands of study: core, clinic, seminar, subject specific pedagogy, and a subject area major in the liberal arts. Core coursework represents the educational content which the faculty has collaboratively determined to be essential for all students regardless of certification area and intended to be consistent with state and national teacher education standards; providing the student with the foundations of the common knowledge base which underlies the profession of teaching (see Goodlad, 1990, 1994; Goodlad & Field, 1993; Holmes, 1986; Shulman, 1987). Clinic refers to the carefully designed sequence of fieldwork experiences in which students are given the opportunity to view, practice, and analyze the content of the core courses in urban, suburban, and rural settings. This model of preparation follows more closely the preparation of other professionals, e.g. the medical profession, and rejects the apprenticeship model which has most often been used to "train" teachers (see Case, Lanier & Miskel, 1986). Seminar is designed to bridge the gap sometimes found between theoretical content (core) and practice (clinic). Further, it is in the seminar that students focus on the analysis and reflection of what they are learning and experiencing. In seminar, students come together weekly with a faculty member to discuss and analyze what is happening in their professional growth. In the fourth and fifth years of the program, students take subject specific pedagogical coursework deemed essential to each teaching area. And, importantly, each student has a solid liberal arts background with an elected area of concentration or subject area major (see Holmes, 1986; Goodlad, 1990, 1994). Every phase of the program emphasizes analysis and reflection, students keep journals, work in cohort groups with faculty on problem analysis, complete case studies, prepare critical incidents, design and conduct school inquiry projects, and engage in very focused dialogue throughout their program of professional preparation (see Reagan, Case & Norlander, 1993).

As part of the design and pilot-testing phase we began partnerships with a small number of schools. If we as faculty were to truly be in partnership with schools we would have to be able to spend considerable time there and be able to have sizable numbers of our students in a few locations. We also wanted our students to have experiences in urban, suburban, and rural settings during their six semesters of clinical experiences. Today we have partnerships with parts of eight school districts comprising 27 schools (16 elementary schools, 6 middle schools, 5 high schools).

The role of the schools where we work, the Professional Development Centers (PDCs), cannot be understated. These partnerships are intended to move beyond traditional university-school relationships toward the creation of centers dedicated to change within schools and in the enhancement of the teaching profession (see Case, Norlander & Reagan, 1993; Holmes, 1990; Goodlad, 1988, 1994). The PDC allows for supervised clinical experiences in the preparation of prospective teachers and other educational professionals and is an environment in which research-based instructional practices and programs can be observed and experienced by those preparing for professional careers in education. University and school personnel work together to identify educational dilemmas and propose meaningful solutions. Dialogue on all levels, research on current educational practice, and continual questioning and reflection form the basis for the PDC.

Today I will focus on the Hartford Professional Development Center and in particular, one inner city high school in Hartford Connecticut, Bulkeley High School. In Hartford we also have partnerships with three elementary schools and two middle schools. Bulkeley High School has 1800 pupils; they are two-thirds Latino and one-third African-American, Asian, and Caucasian. Ten years ago the school was predominantly Italian and Irish. It has some of the finest teachers I have seen in my 34 years in this profession. Many of them joined the school during the 1960's and have chosen to remain. The principal, Anna Salamone Consoli, the first woman high school principal in the history of the Hartford schools treats every student and teacher as part of the family. She has served in the Hartford Schools for her entire career. She encourages reform and innovation from the bottom-up, not top-down. She is everywhere all the time and knows everyone and their circumstances. The school is one of the few safe and nurturing havens for many of the students.

THE HARTFORD PROFESSIONAL DEVELOPMENT CENTER

Center Mission

The Hartford Professional Development Center is a collaboration among school professionals and university faculty and students designed to enhance public education. We are collectively committed to achieving excellence and equity in education for *all students*. It is the intent of the Professional Development Center to move beyond a traditional university-school relationship toward the creation of a partnership dedicated to change within schools and in teacher preparation (see Case, Norlander & DeFranco, 1994, for the original of the report which follows).

The Professional Development Center (PDC) allows for supervised clinical experiences in the preparation of prospective teachers and other educational professionals. The PDC is an environment in which research-based instructional practices and programs can be observed and experienced by those preparing for professional careers in education. University and school personnel work together to identify educational dilemmas and propose meaningful solutions, thereby creating a school community in which success is commonplace and failure to learn is significantly reduced. Dialogue on all levels, research on current educational practice, and continual questioning and reflection form the basis for the PDC.

Within this partnership we share a common vision in the revitalization of urban school environments and in the preparation of professionals who will be leaders in these schools. Specifically, we are attempting :

1. to provide the best possible environment for student academic learning and personal self-fulfillment;
2. to provide opportunities for preservice preparation and career-long professional development; and
3. to conduct collaborative research and development activities which will advance theory and practice in urban education.

This partnership was formed in 1988. Since that time teachers, school and university administrators, faculty, students, and community agencies have worked together, shaping the partnership, leading preprofessionals through clinical experiences, and working toward the professional growth of all parties. Conducting research which is viewed as pertinent by both teachers and university faculty is a partnership goal which we are achieving. Curriculum and instructional changes are occurring on a regular basis.

Additionally, developmental activities which add needed services to this school population are underway.

Governance

A partnership agreement was developed with the Hartford Public Schools and signed for a period of 5 years beginning in January of 1991. This agreement spells out partnership goals as well as responsibilities of both the school district and the university. Committees of school teachers and administrators along with university faculty, administration, and students are formed as needed to design, implement, and evaluate special projects as well as coordinate and oversee university student clinical placements.

Funding

While the Hartford PDC does not have a base funding source, grant monies and staff support have been procured through community, corporate, and federal agencies. These monies have assisted in research and project development as well as teacher preparation. Funding sources have included: The Travelers Corporation, CIGNA, Apple Corporation, Southend Community Services, the Hartford Foundation For Public Giving and the Office of Special Education of the U.S. Department of Education. It should be stressed that while outside funding is sought to assist in project development, the base support for the Hartford PDC comes from the "in-kind" contributions of university and school faculty who devote considerable time to partnership activities. During the 1993-94 school year, eight university faculty are spending significant time in the Hartford Professional Development Schools along with the Dean of the School of Education. School teachers and administration along with community members contributed much time and effort in working with university clinical students at all levels of their preparation and reform efforts in the schools.

Clinical Placements

Junior and senior year clinical experiences, student teaching placements, and a variety of individualized graduate internships and practica are available within the Center. To date, 116 students have completed their student teaching in the Hartford schools and Hartford has hired a number of our graduates in the past five years (approximately 30). This year one hundred and thirty-two (132) undergraduates and graduate students have been or are currently involved in clinical placements. These placements range from clinical observation and participation to directed student teaching, to graduate internships and fieldwork in teacher education, school counseling, and principal preparation.

Collaborative Projects

Several projects are on-going in the Hartford PDC. These projects are sponsored, funded, implemented, evaluated, and supported by the collaborative, efforts of Hartford school personnel, the Hartford Board of Education, UConn faculty, administration, and students. Members of the community and local business organizations have been actively involved in the planning, support, and operation of projects within the PDC. Brief summaries of each of these projects follows.

ONE-ON-ONE: Tutoring Program at Bulkeley High School

With the assistance of the Bulkeley administration, UConn faculty and graduate students, the Tutoring Program was established in the Spring of 1990. Tutors consist of employees from The Travelers and UConn clinic students in Education and Human Development and Family Relations, Bulkeley teachers, and students from the high school. Ninety (90) Bulkeley students are currently receiving tutoring on a regular basis through this program. Two Master's Interns coordinate this project. A complete report of this program is available and details areas of tutoring, numbers of students served, and the impact of the program on both tutees and tutors. A Handbook for Tutors is being developed and will be field-tested during the Spring of 1994.

HARTFORD PROFESSIONAL DEVELOPMENT CENTER CLINICAL PLACEMENTS: 1993-94 SCHOOL YEAR

TYPE OF PLACEMENT	NUMBER OF STUDENTS
School of Education Junior Clinic Students (one semester placements)	55
School of Education Senior Clinic Students (one semester placements)	16
Practicum Students in Human Development & Family Relations (one semester placements)	12
Student Teachers (one semester placements)	19
MA Students in School Counseling (full year placements)	4
Graduate Interns (MA level): Teacher Preparation Program (full year placements)	20
Graduate Practicum (Ph.D. level) (full year placements)	4
Interns/Principal Preparation Program (full year placements)	2
TOTAL STUDENT PLACEMENTS	**132**

THE WRITING / TECHNOLOGY PROJECT: Star Writing Labs at Bulkeley High School and Quirk Middle School

The writing project was instituted at both Bulkeley High School and Quirk Middle School with funding secured by UConn and Bulkeley faculty from Apple Corporation, CIGNA, and The Travelers in 1990. Technical support and on-site supervision of these two projects is provided through UConn faculty, staff, and three Master's Interns. This project enrolls high school students, with a wide range of disabilities or who have experienced difficulty in language arts (many of these students being bilingual), in a year long process writing program making use of the computer. Junior clinic students from the university also work with Hartford students in these projects. During 1993-94, 102 students from Quirk Middle and Bulkeley High School students were served in the writing lab. Two issues of WINGS, featuring student work from this project, are published each year at each school. Additionally, five students with developmental disabilities are working in an experimental project, learning fundamental computer skills. Reports of the efficacy of these two projects have been completed.

THE SHELTERED STUDY PROGRAM at Bulkeley High School

This program was designed to assist a selected group of at-risk freshman entering Bulkeley High School in the fall of 1992. In examining the freshman class of 1991-92, 145 students, of approximately 490, failed to be promoted to the tenth grade; many of these students did not return to school, and those who did continued to achieve low grades, had poor attendance, and exhibited behavioral difficulties. Many of the students in this group are bilingual. This special program was therefore designed to meet student needs through a first period support program. Planning for this program took place during the summer of 1992 and 59 students participated during the 1992-93 school year. The program is operated under the direction of the principal, a doctoral student in counseling psychology and a Master's Intern in special education. Master's students in counseling, and junior and senior level students from Human Development and Family Relations staff the program on a daily basis. The program's overriding mission is to assist participating ninth grade students with their transition into high school, both academically and socially. The program provides support through individual tutoring, group study sessions, and counseling services. The curriculum includes social skills training and educational units addressing pertinent issues. Working cooperatively with the student's parents (guardians) and Bulkeley teachers, counselors, and administrators, the staff is able to monitor each student's attendance, academic progress, and behavior. The program currently serves 25 students. A complete report of this program will be completed for use during the 1994-95 school year.

THE FUTURE TEACHERS CLUB at Bulkeley High School

Bulkeley teachers and UConn staff and students have collaborated in the establishment of a Future Teachers of America Club at the high school which was coordinated by a Bulkeley teacher. Many of the 30 student members of this club work in the Tutoring Programs with some of the members tutoring at a neighboring elementary school (Dwight). The 1993-94 school years marks its fourth year and a number of its members have expressed an interest in matriculating at the university as education majors. University faculty and the Dean of the School of Education, along with university students, work with the membership of this club. A number of these students as well as other students from Bulkeley have matriculated at UConn as a result of these types of interactions with university faculty.

JOURNEY TO MOSCOW PROJECT at Bulkeley High School

This grant funded project was initiated by a Bulkeley Social Studies teacher. A UConn Master's Intern has worked collaboratively with this teacher and the principal since the summer of 1993 in developing a comprehensive curriculum designed to prepare 23 high schools students for a three week long trip to Russia. The master's student has been responsible for not only the development of this curriculum but has worked throughout the school year with each student planning on making the journey.

THE TEACHER'S "AIDE" PROGRAM at Bulkeley High School

Six alternative education students at the high school have been working this year with high school students with developmental disabilities. They assist the students in both academic and physical education areas, bringing their own areas of interest (i.e. art, music, preschool) to the lessons in the special education classroom.

THE BULKELEY/SOUTH TRANSITION TEAM PROJECT

This program began in the Spring of 1993 as an effort between Bulkeley High School and South Middle School to address the transition students from eighth to ninth grade. For a variety of reasons many students were not prepared to move to high school, yet were at an age where remaining in a middle school was questionable. In the Fall of 1993, three UConn Master's Interns worked with a team of teachers, administrators, counselors, and UConn faculty to support a group of 75 ninth grade students who fell into this category. A "buddy system" was developed to address the various needs and issues of each student. Support for each student is provided through individualized attention and guidance during weekly meetings with each student, tutoring sessions, and providing a liaison with each of the student's teachers. In the Spring of 1994, a series of workshops will be held servicing 225 eighth grade students in groups of 18-20 at South Middle School. Each small group will meet three times to address issues of transition and responsibilities of a high school student.

THE TUTORING PROGRAM at South Middle School

This is the first year in which a UConn Master's Intern is working with the teachers and administration at South Middle School to establish a tutoring program for students at-risk. Currently the program is serving 10 students. It appears, from current referrals, that this program will expand to serve many more students this year and next.

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LANGUAGE ENRICHMENT PROJECT at Batchelder School (K-8)

This project is housed at Batchelder School and is designed for kindergarten, first, and second grade students who are at risk academically. This project was initiated by kindergarten, first, and second grade teachers at Batchelder concerned with significant gaps in many of their student's understanding of simple vocabulary concepts. As a result, ten teachers in collaboration with a UConn Master's Intern have developed a language enrichment program that supplements classroom instruction. The goal of the program is to enhance each student's receptive and expressive language skills.

WRITING PROJECT at Batchelder School (K-8)

A writing project was initiated at Batchelder in September of 1993. The idea for this project arose from an identified need to increase the writing skills of many middle school students. To enhance the desirability of the project, a special education teacher and a UConn Master's Intern have chosen to culminate a series of writing seminars with the publication of a literary magazine. Approximately 20 students (many of whom are at risk for school failure) were nominated by classroom teachers to participate in the project. The Master's Intern has taken full responsibility for implementing the project and procuring money for the cost of publishing the magazine. The literary magazine will be published twice over the course of the year.

SOCIAL STUDIES PROJECT at Batchelder School (K-8)

This project was designed and implemented in the Fall of 1993 at Batchelder School in order to provide fourth and fifth grade students with much needed instruction in geography. The project arose out of concerns that students at the elementary level lacked knowledge and understanding of the world, their state, and their city. A UConn Master's Intern in collaboration with a fifth grade teacher have designed a curriculum using "Geo-Safari" computer equipment that was purchased with money donated by the PTA.

SUMMER TUTORIAL PROGRAM at Dwight Elementary School

This program is operated at Dwight school through the efforts of Southend Community Services and the University of Connecticut and is designed to provide summer tutorial assistance to elementary age students from Bulkeley feeder schools. In 1993 the program was coordinated by a UConn graduate student under the supervision of Southend Community Services personnel and university faculty. The program ran for 6 full weeks, served 56 elementary students, and was staffed by 18 paid Bulkeley students who were recruited from the Future Teachers Club and the National Honors Society, as well as the school at large. Two other Hartford high school students were employed. Funding for this project was procured from the Hartford Foundation For Public Giving. The partnership has been involved in the funding and operation of this program for the past three summers.

AUGMENTATIVE COMMUNICATION and PARENT INVOLVEMENT PROJECT at Dwight Elementary and Burns Elementary Schools

This project was formed as a result of the combined efforts of a UConn Master's Intern and a preschool special education teacher working together during the Spring of 1993 and implemented fully in the Fall of 1993. Their desire was to find successful ways to use augmentative communication with young children with significant communication problems. The UConn's Master's Intern has continued to work collaboratively with the special education staff at Dwight and Burns Elementary Schools to implement augmentative communication techniques with students with profound communication disorders. In collaboration with a teacher at Dwight, the UConn Master's Intern has also helped to foster increased parent involvement through weekly meetings and informational sessions.

ALUMNI ASSOCIATION at Dwight Elementary School

An alumni association was initiated in the Fall of 1993 in order to gain increased community support for new school projects and activities. The project is operated by a UConn Master's intern under the direction of the school principal.

BEFORE-SCHOOL HOMEWORK PROGRAM at Dwight Elementary School

This program began in January of 1994 and is coordinated by a Master's Intern from UConn. Teachers nominate students with academic difficulties for extra tutorial assistance in a morning program.

THINKING SKILLS PROJECT at Dwight Elementary School

One of the targeted areas for staff and student participation at Dwight Elementary is in "thinking skills". During the spring of 1993, UConn faculty worked jointly with the faculty at Dwight in a series of in-service sessions to facilitate this project which continues during 1993-94.

STORYTELLING PROJECT at Maria Sanchez Elementary School

This project is designed to increase self-esteem and oral communication skills that was jointly developed by a UConn Master's Intern and the school librarian. Fifth and sixth grade students learn the art of storytelling. Several bilingual students have volunteered to learn the art of storytelling by attending a series of school-based afternoon and after-school sessions. In the spring, these students will be telling their stories to kindergarten and first grade youngsters.

Professional Development

The continuing professional development of both Hartford and university personnel is an essential component of the PDC. Professional development activities have included: a wide range of inservice activities which are jointly planned, collaborative grant writing and research projects, conference presentations, and committee involvement. Hartford teachers are instrumental in the instruction of the Analysis of Teaching Seminar which is held in conjunction with Student Teaching. These seminars are held in the Hartford schools rather than at the university. Examples of these efforts during the 1993-94 school year have included requests for professional development on conflict resolution, interdisciplinary clusters, cooperative learning, drop-out prevention, mainstreaming, middle school to high school transition, multiple intelligences, active learning, and student evaluation. Information sessions on privatization, voucher systems, desegregation, and school-based management have been requested as well.

Research and Development Activities

Collaborative research and development projects are underway and committees including school personnel, university faculty, and students have been formed to explore such areas as: global education, transition to high school, ninth grade drop-out and failure, the writing process in content areas, teacher supervision, science and mathematics integration, team teaching, and planning for revised programs in the middle schools, among others. Hartford PDC participants have written grants collaboratively to fund projects of interest and concern and continue to explore areas of common interest with the goal of improving education for all students. During 1992-93 two Doctoral dissertations dealing with at-risk students, school drop-out, and transition were completed in the Hartford PDC. Twenty Master's level research projects are currently in progress in collaboration with Hartford personnel and university faculty including the evaluation of the effectiveness of a tutoring program, a combined learning skills/counseling program for at-risk ninth graders, an in-depth evaluation of "immersion" as a technique for acquiring a second language, and a study of the moral dimensions of schooling as it relates to one middle school.

PROFESSIONAL DEVELOPMENT LESSONS

Out of our experience of working closely with our colleagues in a variety of school settings we have learned some lessons.

Firstly, by remaining with the teachers and administrators in their setting and devoting ourselves to their problems and opportunities, and working truly as colleagues trust, respect, and friendship will occur. This is the foundation for real change in both the school and the university.

Secondly, it is essential to build a culture of inquiry, where together anything can be questioned and examined; where people are not reluctant to admit that something didn't work or that you don't know how to do something. Top-down organizations cannot create such environments, nor can curriculums that are imposed. True professional practice is reflective practice that begins with the belief that the individuals to be served are not the same and, therefore, must be served differently. Currently many of the approaches to educational reform believe that we can make everybody the same. We must be committed to helping those in the schools and communities become more capable; they are not parts of a machine, nor are they workers on an assembly line.

Thirdly, much of what is called professional development or inservice education is episodic and topical -- "dog and pony" shows conducted by traveling salespersons. This dominant approach seldom addresses the needs of the teachers and administrators or their intellectual interests. I applaud one of your consistent themes in the proposed legislation- the emphasis on sustained and intensive high quality professional development.

Fourthly, we have learned that if preservice and inservice education are intertwined both are enriched. Our students and faculty working with teachers and administrators on issues of curriculum and instruction offer a mix of theory and practice, and virgin and seasoned perspectives. Many teachers regularly attend the on-site reflective seminars we conduct with our students on a weekly basis. Many of them state that the seminars are one of the most meaningful professional development experiences they have had.

Fifthly, we have found that collaborative research and development activities with teams of school and university folks become a high form of professional development for all involved. When approaching a persistent problem such as dropouts, everyone must examine current literature, conduct a variety of forms of research, talk with many people, and produce written summaries for discussion. The design phase begins as the group envisions possible changes that might stem the tide. From here the group proceeds to careful planning and implementation and monitoring and evaluation. Again many teachers express their pleasure with this form of professional development.

The final lesson we have learned is that there are three categories of professional development that teachers and administrators find meaningful and can lead to substantial change. The first is content specific. What are the new developments in content fields and which instructional approaches will best serve different learners. Currently there is much good work being done in content fields by teams of teachers, arts and sciences faculty, and education faculty. Excellent leadership has been provided by the National Science Foundation, The National Endowment for the Humanities, The National Endowment for the Arts, The National Geographic Alliance, and others.

The second category of professional development are those matters that are part of the lives of their students that do not necessarily relate to content specific curriculum and yet represent knowledge and processes they must understand. Matters such as abuse, drugs, aids, homelessness, gangs, etc. Teachers and administrators cannot teach content in a vacuum. These matters cannot be ignored.

The third category has to do with organization and change. My previous example regarding dropouts serves as an example of this. Other matters that lend themselves to this form of professional development would include the design and formation of interdisciplinary teams, clustering, changing how we use time during the school day, parent partnerships, linking with other human service professionals, etc.

The proposed legislation in Title II is consistent with most of this. As noted earlier the theme of sustained and intensive high quality professional development is absolutely the right direction. The focus on discipline based knowledge and effective subject-specific pedagogical skills is excellent. The concept of teaming teachers and administrators and learning by doing is superb.

The plan to provide support and time for teachers to participate in professional development that goes beyond training and encourages a variety of forms of learning that are related to an educator's regular work, such as group study and consultation with peers is critical, exemplary, and long overdue.

My only concern is the primacy of mathematics and science. Clearly we have enormous needs in these areas and not enough money, but let's not forget the vital importance of the arts and humanities in forming the spirit and conscience of a citizenry.

Thank you for inviting me.

Prepared Statement of Pam Schmidt

VALUE OF PROFESSIONAL DEVELOPMENT

As an educator of 23 years I am testifying for all educators on behalf of one of my greatest passions in education, Professional Development. I know that each and every one of you could share a comment from an educator that would contradict that I speak for all educators when I shout my enthusiasm for Professional Development, and if you surveyed all educators, you would get a mixed bag of emotions on how they feel about this subject. As I speak about my experiences in education and Professional Development, I will clarify why teachers have good and bad tastes in their mouths when it comes to Professional Development.

Twenty three years ago I started my teaching career at Dunkerton Community School District. I don't remember the enrollment for the K-12 school system at that time but I am sure it was a couple hundred more than it is now. Presently, we are a PreK-12 school system, all in the same building, and our enrollment is approximately 535. Being a rural farming community most of our families were either involved in farming or related industries such as John Deere and Rath Packing in Waterloo, a larger city just 10 to 15 miles away. Today very few of our families are involved in farming. We are a very blue collar community with a number of students at risk for various reasons–not at all what one would think of when visualizing a Midwest rural school district. My business education classroom contained a half IBM typewriters and half manual typewriters. My typewriters have been replaced with 25 Macintosh computers and I also teach elementary keyboarding to third through sixth graders in one of two other Macintosh computer labs. When I started teaching, I taught only ninth, tenth, eleventh and twelfth graders. Today, I teach third through twelfth. My duties have also expanded to include technology coordinator. I can remember leaving the school building at 3:30, the end of the day. Today, I am lucky to leave to go home to my family before 5:00 and many times, it is much later. Subject matter; technology; expectations of the business world, parents, administrators, etc.; pedagogy; and students have all changed. Did my college education of twenty some years ago prepare me for all of this? To tell you the truth, it prepared me for very little. Being a student in secondary education, my college education taught me a lot of content as did a number of the graduate courses I started to take after I graduated. My feelings about Professional Development became very similar to many of my colleagues--bah humbug. I didn't need a lot more content. What I needed to know was how to teach, but the worst part of that was that I didn't even know I needed to know that! Change was happening but not in my classroom, I taught how I had been taught and I just delivered information. Professional Development opportunities at the school site consisted of topics such as the metric system. Comments such as "Why can't they just let me work in my room and get something done" were often heard. Inservice, Professional Development was a bad word and no one enjoyed it. The Professional Development was not meaningful and it was decided and delivered top down.

After about seven years, I was really dissatisfied with teaching. I didn't feel like a professional and I knew I wasn't doing the job as I wanted to do it but I didn't know how to do anything differently. I searched for answers by getting involved in our local education association's collective bargaining. Even though I am still on the negotiation team, at that time all it did was make me more discontented. I traveled to what I thought was a state bargaining training put on by the Iowa State Education Association (ISEA) and found myself instead at ISEA's Instruction and Professional Development (IPD) training. My life as an educator, person, and professional changed drastically from that time on. A whole new world of Professional Development opened up to me and I started a journey through one door after another--each one more exciting for me than the other. I got involved in the Association's IPD Cadre and became a member of the ISEA's Mobile Inservice Training Lab which runs on the basis of teachers helping teachers and I traveled all around the state presenting to teachers. The sessions at the Labs were on personal development, professional issues and classroom activities. Even though these sessions were and are only for one and a quarter hours, and maybe only one person from a staff attended any one session, they were just enough to get teachers and administrators interested in learning more about some topic and looking at other possibilities in teaching methodology. A one-shot approach is one type of Professional Development that enhances what happens in the classroom.

Shortly after all this, Dunkerton hired a new superintendent and after a few years, he asked for teachers to be on a Teacher Effectiveness Team. I eagerly volunteered. As teachers on this team we were involved in the planning of the training and after being trained ourselves, we helped train other teachers in our system. What a great experience. Much of the Teacher Effectiveness was Madeline Hunter's materials and unlike some other school districts, our teachers welcomed what was heard and all but two volunteered for the training over the next few years. The difference between the feelings of our staff and other teachers participating in

Madeline Hunter's program was that ours was not totally top down and it was voluntary. This total staff Professional Development was the best thing that ever happened to the staff, administration and the students at Dunkerton. The training reinforced what we were doing right for students, introduced new ways of providing an atmosphere in which students would be motivated to learn, helped us understand a little about how students learn, and pulled us together as a unit. Lounge talk was professional and we were all using the same terminology. We helped each other and visited each other's classrooms. That energy, collaboration and pedagogy helped our students learn. I can remember a long time board member and child advocate say how much she noticed the positive difference in the staff and the students after the implementation of the Teacher Effectiveness methodology. Unfortunately, the honeymoon ended when Dunkerton again hired a new superintendent and later other principals who had not gone through the training. The expectations changed as did the Professional Development plan. We were back to the hit and miss plan. Unfortunately for all of us, this was at a time when so much research started becoming visible on how students learn, brain research, outcome-based education, middle school concept, developmentally appropriate education, technology, alternative and authentic assessment and I could go on and on. Over the years as a staff we lost ground as Professional Development was not a budgetary priority. Money coming into the district was less because of cuts in funding at the Federal and State level and we were decreasing in enrollment. The one Professional Development opportunity that kept something happening was Iowa Governor Branstad's Phase III Plan.

Phase III was Governor's avenue of generating change, innovation, and Professional Development in Iowa schools. I have been a member of Dunkerton's Phase III Plan Committee since it started. Professional Development has been the major focus of that plan. Teachers can attend workshops and/or take college courses in their content area or in related educational areas such as learning styles, and technology. The courses must relate to the needs of the district and the goals of the Phase III Plan. Teachers have utilized this opportunity. One of my colleagues told me that thanks to Phase III paying for these courses, she has been able and willing to participate in many more Professional Development opportunities than she would have been able to have otherwise. Over the years, I can testify that these workshops and graduate courses on more of the pedagogy than content have definitely made a difference in the teachers' beliefs in themselves and their abilities as teachers. These opportunities give teachers more tools to choose from during the course of a day. The more options you have to personalize learning for students not only increases the odds that learning will take place but it also makes teaching and learning much more enjoyable for all. A whole staff Professional Development opportunity was possible through Phase III but because there was no long-range commitment to any one direction in educational reform or a plan for staff development was not a priority, we never elected to use that option. Unfortunately, Phase III funds have also been cut during the last two years and there is getting to be less and less available to make the difference needed in education.

During the summer, I teach graduate courses in education for Drake University. The courses are set up for a lot of group work, class interaction and writing. My last assignment for these teachers is to write a paper on how they will implement what they have learned in their classroom during the next school year. I receive lots of feedback in those papers and throughout the course that verifies the importance, need and appreciation of Professional Development.

Teachers want to do an excellent job in their classrooms for their students and they are doing the best they can with the tools they have at any given time. The problem is as I mentioned earlier, change is constantly happening. Teachers have to be constantly retooled to meet those changes. A perfect example is the three Macintosh labs that have been invested in at Dunkerton. The Elementary lab is used most of the time but not anywhere near the level of educational value that it should be. I use the lab in my room for many of my courses. Other hours it is vacant and the other secondary lab is used about three periods a day on a regular basis. The computers and other technology just being in the building will not make the difference in our students being ready for the future. What will make the difference will be how the technology can be used to enhance learning, improve test scores, promote and improve communication, etc. These things will not happen if the teachers do not feel comfortable with the technology or know how to use the technology to teach differently. Other schools with less equipment are doing much more and part of that reason is the Professional Development that was done with their staffs. We are again starting with a new superintendent and with our present principals, I am encouraged that we are starting to make Professional Development plans. Our major roadblock will be funding.

A school about twenty miles from Dunkerton looks at Professional Development as a major priority. Last summer they paid every teacher $20 per hour for 40 hours to attend a course on alternative and authentic assessment. This administrator has made the statement that no one will be able to touch his teachers in five years because of the commitment that he is making and will continue to make to Professional Development. This district has the funds to spend because they are a larger school district, but shouldn't all teachers have that same opportunity to become the best that they can be? Another disturbing factor is that these school districts that are retooling their teachers have stated that they will only hire teachers that have already received the trainings as they don't want to have to spend additional money training the new teachers. This will severely limit the relocation possibilities of teachers from other districts that have not made such a commitment to Professional Development.

I know this may sound like I am only talking about the value for teachers. Inherent in every statement I make is the value Professional Development possess for kids. I have seen students hindered and even hurt because of the lack of skills a teacher possesses. I see opportunities passing students by because they are not being equipped in such areas as working cooperatively or thinking skills. I see students at the high school level who are convinced they are stupid only because their learning style was not considered during their earlier years of education and some times those students just quit. These situations aren't just happening at Dunkerton because we are a small school, they happen everywhere. They happen because the educational system has failed the student by not providing the atmosphere in which they could learn—they have not provided the teachers with the tools and the means to do the job. What other big business or profession operates that way. My husband is a police officer and he has training one day a month for his regular patrol position and another training one day a month for his special forces position. Maybe he wouldn't be so busy on the streets between 11:00 p.m. to 7 a.m. if teachers received comparable Professional Development.

In closing, I comment the efforts that are being made in Title II H.R. 6 to broaden Professional Development to teachers other than math and science. I have a concern the the scope of Professional Development be even broader than just core subject teachers. I would hope that all teachers, administrators and staff be given the same opportunity. All make the difference and when we get rid of the silos of teaching and all work together in the same direction much more can be accomplished. I just finished the second part of the field test by the National Board for Professional Teaching Standards for the Early Adolescence/Generalist Certification. Every activity during the twelve hours of testing involved more than one subject area with other themes like interdependency woven in. The silos must go so students realize the value of all subjects and how they are related. Only then do we get the creativity and innovation that we need to meet the challenges of tomorrow.

By reallocating funds and making Professional Development a priority, the mission of H.R. 1804, Goals 2000: Educate America Act can be better met. Quality teachers will be less likely to be attracted away to business and industry if they are treated as professionals and given the Professional Development opportunities to keep them excited about being a teacher.

Summary:

In summary, I would like to speak for the students of the United States. I have a son who is eleven years old. He and all other Americans deserve an education that will enable them to be productive citizens, happy human beings, and proud Americans. In order for that to happen, they must encounter teachers who have the necessary and essential tools to provide that education. Professional Development is so crucial and it cannot be just left up to each individual teacher to take it upon themselves to get that Professional Development. Can one or two healthy seeds in a flower bed grow, bloom and add beauty when surrounded by those that started to grow but died and are still there? It is time some major changes and commitments were made in education for the students which the system is

suppose to serve. Allocating money towards the Professional Development of all teachers, staff and administration so they can grow and bloom and not die is one commitment that needs to be made.

Prepared Statement of Benjamin O. Canada

Mr. Chairman and members of the Subcommittee, I would first like to extend my thanks to you for seeking the views of the American Association of School Administrators on this important piece of legislation.

My name is Benjamin O. Canada, and, in addition to being Superintendent of Schools in Jackson, Mississippi, I am also a member of the Executive Committee of AASA, which is the governing board for the organization. Our organization represents some 18,000 chief executive officers of our nation's school systems, large and small; urban, suburban, and rural.

Jackson is a school district of 33,000 students: approximately 16,000 in the elementary, and 8,500 each in middle schools and high schools. We employ 4,217 staff members in a school system that is approximately 83% minority. School district certified staff is approximately 50% minority and 50% majority. Average salary for teachers is $27,000. Sixty-three percent of the students are eligible for free lunch, and 6% are eligible for reduced lunch. These statistics, however, are not indicative of a school system in an urban area that has given up on a quality education for all of its students. The fact is these statistics serve only as a motivator to help us change the way we do things so that we are able to ensure that all students will, in fact, have the opportunity and, therefore, be successful in obtaining a quality education. School reform is alive and well and is being supported by local business leaders, private foundations, and the local school board. This reform is not in the sense of moving people or boxes around, but in the form of analyzing as a district what we want, what it will take to achieve that, and then making decisions to change those things that are preventing successful achievement of the goals. Our dream is for a common vision that spans school district employees, students, and the local community. That dream, simply stated, is that graduates of our district are able to be active and productive citizens after graduation and that not only will the students be proud of their performance, but also the school system and the community-at-large would be proud of their performance. Making this dream a reality means that we have to address what I refer to as opportunities. Some individuals would refer to opportunities as obstacles, but we in Jackson believe that our actions turn any potential obstacle into an opportunity. It is what we decide to do that will make the difference. Some of those opportunities are:

1. Focusing on a stronger foundation in the early grades;
2. Developing stronger professional development modules for existing teachers;
3. Creating a new model for prospective teachers that allows them to be prepared for the opportunities that come with working in urban and rural districts with large pockets of poverty;
4. Improving facilities in which teachers and students will work and learn;
5. Providing greater use of technology in preparing students for the future; and
6. Finally, and probably most importantly, creating a sense of urgency as to why we must change from our current method of teaching as well as our expectations of poor children.

We are particularly pleased to discuss professional development because we know how important it is not only for our teaching staff but also for us as administrators to remain well-schooled in classroom skills and understanding of the growing needs of our "customers" children, their parents, their future employers, and members of the community-at-large who have no children.

AASA strongly supports more federal support for staff development, and we support the administration's provisions found in Title II of S. ~~[illegible]~~ 1513, The Improving America's Schools Act of 1993. We support more staff development for a simple reason. If you want professionals to change their practices, then you must help them learn the new practices, complete with underlying theory and assumptions. Changing professional behavior is not easy because professionals have already invested a good deal of time and effort in their careers without much retraining on the job.

Unfortunately schools, like private industry, have a poor record of investing in the people we employ. The well-known report, "America's Choice--High Wages or Low Skills" documented, as did "Work Force 2000," how little American business invests in training its work force relative to our strongest international competitors. For better or worse, schools have mirrored business in our approach to developing our employees. That is, we don't spend much, and training has been a low priority.

Then, in 1983, "A Nation At Risk" caused us all to reexamine what we were doing and how we were doing it. New learning became a must, but we still haven't made much of an investment in learning for professionals. Instead we thought that we could simply open the door and "holler down the hall," and somehow people would change how they worked with children. Our budgets are very people-intensive ranging from 75 to 85 percent for salaries and fringe benefits. In general, it takes about 8-10 percent of a district's budget to heat, cool, and maintain buildings. That leaves very little for buses, materials, debt service, student activities, new equipment, and last but not least, staff development. In most school districts, the last two are among the first to be cut. That means in Jackson (where personnel costs with benefits are 81% of the budget, and maintenance is 7% of the budget) we have only 12% for transportation, instructional materials, supplies, student activities, and staff development.

In Jackson, we have been able to save only $362,648 for training from a $119,145,102 local and state budget. Because we think training is vital to improvement, we have focused on early intervention in the elementary grades. To achieve this, we have established the Professional Development Center for employees. The Center is open Tuesdays through Saturdays. The operating hours are 8 a.m. - 8 p.m., Tuesdays through Fridays, and 8 a.m. - 3 p.m. on Saturdays. The decisions about which courses will be offered are based on the following formula: 25% from central office, which takes into consideration federal, state, and local mandates; 25% from individual school buildings which take into consideration what the staff and parents at that school want; and 50% reserved for the individual teacher or employee to tell us what he or she feels is a training need that will allow him/her to be a more effective teacher or employee.

Training has made a difference for us where we have adequate funds. For example, co-mingling of funds from various sources has allowed us to provide training for teachers in TESA, which stands for Teacher Expectations and Student Achievement. It also has allowed us to implement a Reading Recovery Program which is designed to have students reading at level by the end of first grade. Both of these programs have been expensive but are definitely making a difference in the academic performance of students and, therefore, are changing their attitudes and perceptions of themselves and the school system.

In Jackson, if we could get new funding for training, we would be able to: (1) take advantage of technology; (2) take advantage of referrals for placement that exist between numerous local, state and federal agencies; (3) improve the teachers' knowledge of new teaching methods and strategies; (4) work toward developing a new model for how we do things, thus insuring that the graduates in the year 2005/2010 will be ready for world-class competition; and (5) expand our Professional Development Center programs. The bottom line is we could make our dream come true if we had the funding and the time to keep updating all of our employees' skills to coincide with the changing workplace requirements as well as a changing society. We must be the place where moral values, solid academic pursuits, and, ultimately, creative thinking come together for all children.

Probably the strongest point in the administration's proposal is the emphasis on having individuals who receive the training play the central role in planning the training. To be effective, training must be about a topic that is important and is done in a way that fits the professionals' learning style at a time and place that is most conducive to learning. Let teachers, principals, and local communities play the central role in planning their training.

A second strong point in the administration's proposal is to tie the training to the new standards. To be effective, training must have a clear, constant purpose.

Although we like the administration's proposal, AASA has some suggestions that we feel will increase the value-added impact of more staff development funds. First, staff development must be planned with a clear goal of improving student achievement as measured by the new standards. The purpose of Title II of the administration's proposal is not settled clearly enough on a single target--increased learning.

Second, training must be guided by assessment of what teachers need in order to improve student results. But the principal data used should be student achievement. No matter how much training is done or how good the teachers and administrators think the training is, student achievement must be the measure for evaluation .

Third, the training must be more clearly connected to a general theory of child development and learning that is shared across the entire school district. Training must recognize the reality of student and teacher mobility within the school district. One-shot programs that assume a constant work force or a non mobile student population will not work.

Finally, to be really effective, training must fit the individuals involved. No state or school district should be able to impose a one-size-fits-all notion of how to teach, administer, or support instruction. If the administration's proposal is to be effective, clear prohibitions must be placed on SEAs and district central offices in big districts regarding interference in decision making. Also, the federal government must not be allowed to indirectly force a particular method of teaching or learning theory on schools.

The administration's proposal is a good proposal that can be improved dramatically by the addition of two critical components. First, the training is focused too tightly on the core curriculum. Some schools may need help in decentralizing governance, and may want to do training in parent involvement in school site decision making. Other school districts could have huge problems with at-risk youngsters, and may need training in coordination with other social services. Schools are much more than the core curriculum. Improved learning may be attributed to things other than methods of teaching the "core" curriculum.

Second, the proposal spreads the money too thin to be effective. Funding must be concentrated in two ways. First, any school district with a grant under $10,000 must join a consortium with other LEA's through an education service agency or on their own. America is made up of small school districts; in fact, there are about 2,700 districts that enroll 299 students or less. These small districts need help just like the large districts, but minuscule grants cannot purchase the needed help.

The second method of focusing the funds is to send 99% of the funds to school districts. I know that sounds self serving, but if you want improvement in Jackson teachers, why give money to a university? Similarly, giving training funds to the SEA simply reinforces a top-down management model that is contrary to our reform efforts of site-based management. The proposed model maintains a system that permits state agencies to impose their teaching and administrative theories on teachers, principals and other administrators. If you are concerned that schools won't get the latest information that someone in a university has, then require some ties to a university, but give us the money and let us make the purchasing decisions. Schools won't improve if Congress continues to send money to existing institutions just because they exist. Although professors and state education officials will come to Washington and tell you they have the answers, we know that meaningful answers are in short supply. If these people know something new, they should already be sharing it in a collaborate forum. Those university and state department staff who have something to offer are well known because they have formed collaborative alliances with local school districts. Give us the money and let us hire the people who work best for us. Judge us on the bottom line--student achievement, but don't micro manage by spreading scarce funds to agencies that will never be judged on whether or not students in Jackson learn.

Finally, the matching provisions are punitive for the poorest schools, and should be dropped or modified.

S. 1513 is desperately needed, and we thank you for your vision and dedication to quality education for all children.

PREPARED STATEMENT OF MARY LINDQUIST

Good morning, Chairman Pell and members of the Senate Subcommittee on Education, Arts, and the Humanities. I am Mary Lindquist, President of the National Council of Teachers of Mathematics and currently the Callaway Professor of Mathematics Education at Columbus College in Columbus, Georgia. The National Council of Teachers of Mathematics (NCTM) is the first organization to develop and release national standards in education. The Council's "Curriculum and Evaluation Standards for School Mathematics" (1989) and "Professional Standards for Teaching Mathematics" (1991) support a vision of national expectations in which mathematics is used to solve problems, reason, communicate, and make mathematic connections. NCTM's "Assessment Standards for School Mathematics" is scheduled to be released in early 1995. More than 40 states and the District of Columbia have aligned their mathematics curriculum to meet NCTM's Standards.[1]

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[1] With more than 100,000 members and 250 affiliated groups located throughout the United States and Canada, NCTM is the largest organization dedicated to improving mathematics education and to meeting the needs of mathematics educators.

The key to education reform and improved student learning is high quality teaching. The reauthorization of the Elementary and Secondary Education Act affords Congress a chance to make a historic contribution to the restructuring of American schools by investing in professional development and continuing support for improvements in mathematics instruction. Today, I will be discussing the need for professional development activities, the effectiveness of the Dwight David Eisenhower Mathematics and Science Act, and how those lessons may be applied to an expanded professional development program.

First, however, it is important to understand that mathematics education is changing. It is changing in that we are now working to reach every student. It is changing in that every student needs to learn mathematics in order to work and participate in our society; and the very nature of mathematics is changing as well. We are no longer solely focused on the teaching of facts and memorizing procedures; we are now educating people to use and incorporating mathematical thinking into everyday life. Changing Title I/Chapter 1 to focus on thinking skills rather than on basic skills exclusively is therefore a significant and important improvement, one that NCTM supports. According to cognitive psychology research, students understand mathematical and scientific principles when they actively impose their own interpretation on what is presented to them and construct their own meaning. The kind of teaching however, is significantly different from what many teachers have themselves experienced as students in mathematics classes. **Because teachers need time to learn and develop this kind of teaching practice, appropriate and ongoing professional development is crucial.** We cannot expect teachers to respond to several different calls for change without supporting, encouraging, and rewarding the kind of teaching we have envisioned in our national standards.

Since 1983, the United States has been involved in a school reform/restructuring movement to change education, and we have seen many initiatives to improve the

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quality of education. But very few initiatives have focused on improving the actual instruction our students receive. Discussions have addressed the length of the school day, the number of days in the school year, and other issues. But without improving the actual instruction of students, other initiatives will be useless.

The first sign of a national scale effort to impact the quality of mathematics instruction for all students was demonstrated by NCTM's release of the **Curriculum Standards** in 1989. These curriculum standards were designed by teachers, administrators, researchers, and policymakers to change how mathematics is taught in the classroom and to establish a broad framework for guiding reform in school mathematics in the next decade. These Standards present a vision of what teaching and learning mathematics should entail and how we can equip students with the mathematical tools and analytical, critical thinking skills they need in today's Information Age. For the first time, a set of goals that focused on what students ought to know and be able to do was articulated. Perhaps more importantly, the goals were set out in a way that allowed us to focus on what is most important -- adjusting and changing instruction to improve student performance -- rather than setting off a wave of paper pencil testing exercises. Finally, one of the most important qualities of the NCTM Standards is that educators can and do implement them.

The key to the implementation of curriculum standards, the investment of time and resources. Professional development is absolutely necessary to equip all school districts with a well trained and up-to-date teaching force. **Teachers need opportunities to expand their skills and knowledge in order to extend challenging learning experiences in line with the Standards.** Unless we make intensive professional development a sustained, integral component of our education system, teachers will be unequipped to integrate the curriculum standards into their instructional practice; American students will not have been exposed to the challenging learning experiences they need; and the development of the national standards will have failed to have any effect on student performance.

Fortunately, because of the passage of the Dwight David Eisenhower Mathematics and Science Act, NCTM has been able to communicate with more teachers about how they can make the Standards a part of their daily lesson plans. Many teachers who had never heard of the NCTM Standards have been able to expand their instructional techniques to implement them. This critical source of funds has enabled NCTM and other institutions to impact thousands of teachers and provide them the support, encouragement, and training they need to help their students meet high standards.

Specifically, Eisenhower funds have allowed NCTM and its 250 affiliates to make teachers across the country aware of the curriculum standards. Through an NSF grant, leaders from the classrooms, district and state offices and business/industry were brought together to better understand the standards and develop state plans. Teams returned to their states, and mainly through Eisenhower funds, held extensive sessions for their teachers and others. Four years later, I still meet teachers who emerged as leaders through this training. Just this week, I met one former elementary teacher who has taken this knowledge into the adult education field; the impact of Eisenhower funds go way beyond the workshop door.

However, the Eisenhower Program has done more than simply provide funds to local and state educators to improve instruction. It has also provided funds to schools of higher education to improve and expand programs of teacher preparation and has encouraged more and better coordination between local teachers and schools of education. In brief, the program of linking higher educators with local schools is working.

Since 1989 there have been several national studies on the effectiveness of the federal math/science education initiatives. These studies, however, analyzed the previous program, the Education for Economic Security Act, and do not equally apply to the Eisenhower Program. What those studies can provide us, however, is a sense of which issues need to be addressed so that this committee may understand the importance of the Eisenhower program.

First, the current Eisenhower program, in contrast to the old Education for Economic Security Act (EESA) provides funds to schools across the nation to support professional development activities in mathematics and science education. Too often we have seen new education programs being developed with little thought as to how to actually implement the proposed changes. The Eisenhower program allows schools to use federal funds to support the improvement of local programs and create a multi-year professional development program to implement the **Curriculum Standards**. This means that the **Curriculum Standards** are not a passing fad, but rather a long term blue print for change.

Second, the Eisenhower program, in contrast to the old EESA, is not providing merely episodic or isolated professional development experiences, but is part of an overall program to provide training to teachers. Since the Eisenhower Act has come into the schools, teachers have been planning multi-year improvement programs because they expect the program to be there and be funded. Simply put, the Dwight David Eisenhower funds have made it possible for many mathematics teachers to participate in professional activities that they and their local districts deem essential as they strive to reach the vision of the NCTM Standards. Teachers use the funds over many years to help them learn how to become better teachers. Teachers often use Eisenhower funds collaboratively along with state and local funds to integrate their professional development activities AND they are able to plan multiple-year programs with the Eisenhower funds. Certainly, the program would be much more effective at a higher funding level, but the funds that are appropriated are used to directly impact the classroom.

Third, the program is planned with a high degree of teacher involvement. This involvement is critical, as no reform/restructuring program will be stronger than its ability to communicate with teachers and others about what needs to change, how it will be changed, and how that change will be measured. Too often programs are developed or pushed by a part of the school community with little regard to what teachers believe and what their needs are to improve instruction. Please note, we are not supporting the notion that teachers alone should determine how to implement change. What we are supporting is the notion that successful change occurs when teachers are partners in determining how to change instruction.

In Rhode Island, for example, Eisenhower money is used for a number of projects in collaboration with other sources of funds. Eisenhower funds enabled teams of principals and teachers, to meet and work for changes in their schools by implementing the standards. Eisenhower funds also paid for workshops for K-6 teachers in 18 schools. And, in collaboration with NSF funds, 250 K-8 schools were able to offer family math/science training.

NCTM has been and continues to support of the Dwight David Eisenhower Mathematics and Science Education Act. We are aware that this program will not be reauthorized; rather it will be expanded to reach the core subjects. We support this move, as professional development activities need to be supported by the federal government if we are to assure that all students are being exposed to the best teaching practices. We are, as you can imagine, concerned that in expanding this program, the progress made by the mathematics education community will be lost if funds for the mathematics and science education programs are not protected. For many schools, the expansion of the funds to other core subjects is not simply the loss of a few hundred dollars for mathematics education, but rather the loss of a multi-year investment in improving their mathematics curriculum.

The new proposals by the Administration and by the House of Representatives to expand professional development activities deserve your support and consideration. Each of them has developed several points that must be kept in mind as you build on their work:

- Teacher involvement must be central to the design and implementation of any professional development activities.

- A national program in professional development must center on the implementation of curriculum standards.

- Plans submitted by local and state education agencies must provide multiple-year programming and be integrated into their programs of school improvement.

The funding recommendations proposed by the Administration in their original proposal for the reauthorization of the Elementary and Secondary Education Act have several weaknesses that need to be addressed:

- The formula for the Eisenhower program did not guarantee the progress made by the math/science community at all funding levels;

- The allowable activities included providing funds for career ladders and meritorious pay programs, which does not necessarily impact instruction; and

- The state department of education's mission to assist local districts is being changed to have a greater impact on local decision making.

The House of Representatives proposal (H.R. 6) offers several improvements:

- The progress being made by math/science education programs would be protected through a guarantee of maintenance of funding provisions.

- Allowable activities, such as curriculum development, are limited to 20% of the funds and must be integrated into the professional development activities; and

- State involvement in local initiatives is specific to planning and monitoring.

As the Senate works to design its version of the Elementary and Secondary Education Act, NCTM hopes that you will continue to build on the knowledge gained in the Eisenhower Mathematics and Science Education program to empower teachers. We believe that professional development is one of the key activities needed to change American education. Without it, we will simply be creating a school day that is longer, but not necessarily better. It is the goal of NCTM to support the vision of American education as moving towards providing all students with effective instruction and the tools they need to contribute to and benefit from our society.

We look forward to working with you and appreciate the opportunity to offer our input.

Senator Jeffords. I call the hearing closed.

[Whereupon, at 12:12 p.m., the subcommittee was adjourned.]

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ELEMENTARY AND SECONDARY EDUCATION ACT: SCHOOL LIBRARIES AND FAMILY LITERACY

TUESDAY, APRIL 12, 1994

U.S. SENATE,
SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES, OF
THE COMMITTEE ON LABOR AND HUMAN RESOURCES,
Washington, DC.

The subcommittee met, pursuant to notice, at 10:04 a.m., in room SD-430, Dirksen Senate Office Building, Senator Paul Simon presiding.

Present: Senators Simon and Wellstone.

Senator SIMON [presiding]. The subcommittee will come to order.

OPENING STATEMENT OF SENATOR SIMON

We are about to get into the Elementary and Secondary Education Act, and today we are looking at school libraries and family literacy.

I appreciate the presence of two of my colleagues who have been interested in this field for some time, Senator Sarbanes and Congressman Reed.

I am concerned with what is happening, if I may just talk about the library end of things. Last school year, I visited 18 Chicago schools on the west side and the south side of Chicago. I visited many of the schools, "libraries," which were largely just empty shelves. These libraries are awfully discouraging. And what is visible is that school libraries are closing in the State of California, half the school libraries have closed in the last 10 years. But what is less visible is the fact that collections are deteriorating, and that is true at the elementary and secondary level, and it is also true at the college level.

The bill that I have introduced, S. 266—and Senator Sarbanes is an original cosponsor—has bipartisan support. I am pleased to say it has the support of the American Library Association, the Society of School Librarians International, the PTA, the Association of American Publishers, and the U.S. National Commission on Libraries and Information Sciences.

Obviously, literacy is a major problem, too. When you have, by the most conservative estimate, 23 million adult Americans who cannot fill out an employment form and who cannot read a newspaper, and 3 million who cannot read their name in block print, we have a problem.

[The prepared statement of Senator Simon follows:]

PREPARED STATEMENT OF SENATOR SIMON

The Senate has begun work on the reauthorization of the Elementary and Secondary Education Act. As I have said before, we must not just tinker around the edges. We must be bold and determined if we are to ensure our children the quality education they deserve and need to compete in the global economy. Today's hearing will focus on two important components for a quality education: school libraries and family literacy.

In this rapidly changing world, access to current, comprehensive information is essential to an effective educational system. If we are to prepare our nation's children for the challenges of the future, every school in the United States must be equipped with the best and most up-to-date library resources available.

The Elementary and Secondary Education Act of 1965 provided separate funding for school library programs. During the 70's and 80's, however, Congress merged funding for all school programs into block grants. As a result of the merger, funding for school libraries declined dramatically. The lack of funding has taken a heavy toll on the state of our school libraries.

In those school libraries which remain in operation, collections are hopelessly outdated. The average publication date of a school library book is late 1960's. Our school library collections are so obsolete that over half of the books on space exploration were written even before Apollo XI. An example of this can be found in one of my home state's more affluent school districts where 60 percent of all the high school's science books—particularly those about space exploration—are significantly older than the students using them. As a librarian from my home state said to me, "This means that a student wanting to do research, or even wanting to read about our nation's advanced space program, will read about how some day we could put man on the moon."

Access to adequate library facilities is essential to the effective education of our nation's young people. Library and media spending affects student achievement more than any other school expenditure. This is echoed in a 1993 study entitled, Impact of School Library Media Centers on Academic Achievement, which reported that access to the school library media collection is the single best school predictor of student achievement. Students who score higher on standardized tests tend to come from schools that have more accessible library media programs. In California more than half of all school libraries have closed during the last ten years. In that state, a young person in a correctional institution has better access to library facilities than does the average student. We will learn more about the dire straits that school libraries face from Jeanie McNamara and Dr. Carolyn Markuson.

S. 266, the Elementary and Secondary School Library Media Act, would provide the necessary funding and direction to develop first-rate library facilities in our nation's schools.

S. 266 would do two things. First, the Act would establish the Elementary and Secondary Library Media Services Division, a new division within the Department of Education's Office of Education, Research & Improvement. The Library Media Services Division would provide information and leadership to schools and library personnel nationwide. Second, the Act would create three new grant programs. One program would award grants directly to the States for the acquisition of library resources. The other two programs would provide competitive grants, awarded to schools proposing innovative instructional programs and expanded uses of technology.

S. 266 has bipartisan support with 10 cosponsors, as well as support from the American Library Association, Society of School Librarians International, National Parent Teacher Association (PTA), Association of American Publishers, and the US National Commission on Libraries and Information Sciences. Moreover, S. 266 is based on recommendations that came out of the White House Conference on Libraries and Information Sciences.

The House has recognized the importance of school libraries by including the companion bill, offered by Representative Jack Reed, in its reauthorization of ESEA. I am please that Representative Reed and Senator Sarbanes, an original cosponsor of S. 266, are here today in support of school libraries.

Access to information and resources is vital; however, if you can't read—what use are they? Family literacy is a crucial investment in our nation's future.

There is a clear link between undereducated parents and the potential failure of their children. Many impoverished parents see academic failure as inevitable for their children—just as their parents did before them. Illiteracy leaves families in constant crisis by perpetuating the cycle of poverty.

Family literacy addresses this by creating a supportive environment in the home. Family literacy focuses on reciprocal learning and teaching among family members, causing parents to raise their expectations for their children's academic success. Research shows that 90 percent of children who have participated in family literacy programs are successful in school.

The Even Start Family Literacy Program, improved and expanded by the National Literacy Act, combines early childhood education for children in low-income areas and adult basic education for their parents into a unified program. We will hear testimony today from a family that has benefited from this program.

The home is the child's rust classroom and the parent is the child's first teacher. Too often our education system is hampered because of problems of the family and the community. Even Start addresses the needs of the most "at-risk" families in the nation through a family-centered approach. It works because it attempts to get at the root of school failure and undereducation. Working in coordination with other programs, including the Adult Education Act, JTPA, Head Start, and volunteer literacy programs, Even Start builds partnerships within families so that members reinforce and encourage each other's learning. This enables at-risk children to "start even" with children from families that value reading.

Even Start helps children and their parents. Twenty-five percent of children participating in family literacy programs subsequently receive Chapter 1 or special education services in elementary school. Statistics predict that 50 percent of these would be held back in school at least once by fourth grade. Yet, none of the children participating in family literacy programs were retained. In fact, their attendance was above average and their teachers rated 90 percent as "motivated" to learn. Even Start changed the expectations of their parents—and their expectations of themselves. A study conducted by the National Center for Family Literacy found that almost half of all family literacy parents had previously dropped out of other adult education programs in the past, but stayed in and completed the family literacy program.

School libraries, access to technology, and literacy are all important. They are important if we want to remain competitive in the global economy and provide the kind of life our children deserve.

I look forward to hearing from all our witnesses.

We are looking forward to the witnesses, but let me first call on my colleague in the Senate, and we will go on the basis of seniority, Congressman Reed, and Senator Sarbanes is your senior here. So I am pleased to welcome Senator Sarbanes.

STATEMENTS OF HON. PAUL S. SARBANES, A UNITED STATES SENATOR FROM THE STATE OF MARYLAND, AND HON. JACK REED, A MEMBER OF CONGRESS FROM THE STATE OF RHODE ISLAND

Senator SARBANES. Mr. Chairman, thank you very much.

I am very pleased to be here today to express my very strong support for the Elementary and Secondary School Library Media Services Act. I want to very strongly commend you for scheduling this hearing and for your continued focus on this very important legislation. I was pleased to join with you when you first introduced this proposal in the closing days of the last Congress. There was an effort at that time to start drawing attention to this issue as we moved into this Congress with respect to the reauthorization of the Elementary and Secondary School Act.

We have worked together, again, to introduce this legislation in this Congress, and of course, we very much want to include it in the reauthorization of the overall Elementary and Secondary School Act.

This subcommittee, of course, has been responsible for developing many of the Nation's significant education initiatives, the various comprehensive efforts at the national level to assist our schools in achieving their mission of developing an informed and skilled citizenry.

I am going to submit my full statement for the record so we can move along.

Senator SIMON. It will be entered in the record.

Senator SARBANES. In doing this, we obviously must pay close attention to the information center of the classrooms, the library, or, as it is now called, the "school library media center." As technology has increased, the impact on school libraries has been far-reaching. My memories go back to favorite books, but today you are talking about not only books, but videotapes, recordings, computer software, magazines, newspapers, films, and so forth and so on.

The purpose of this legislation is to ensure that this variety of information is available in an equitable manner in school libraries all across the country. Now, it is appropriate that we are considering this legislation in the context of the Elementary and Secondary Act, because that is where in effect we first brought the Federal

Government into involvement in supporting the school library media programs.

The 1965 legislation authorized for the first time Federal aid for the acquisition of school library resources, textbooks, and other printed and published instructional material.

Between 1966 and 1976, in that decade, Title II provided $900 million to public and private schools nationwide to stimulate the establishment of libraries, both at the elementary and the secondary school level. Unfortunately, in 1981, the Omnibus Reconciliation Act consolidated a number of these programs into a single authorization that ended categorical funding for school libraries. Many school libraries as a consequence lost significant sources of funding, and they have been unable to keep their collections abreast of developments.

In my own State, school library media programs have suffered significant budget and staffing reductions in recent years; they really do not have the resources to meet the information needs of the students.

Baltimore City public schools, for instance, have library media center collections that are almost 50 percent below the State guidelines. Library media center collections on the Eastern Shore are at 36 percent in Western Maryland and 38 percent of the State guidelines—barely over a third of what the State guidelines are.

Based on observations during onsite reviews of Maryland's 24 local school systems since 1988, teams that were organized by the State Department of Education observed that library media specialists are reluctant to remove encyclopedias 10, 15, 20 years old because they do not have the money to purchase new encyclopedias and keep the volumes current.

Of course, there are some sweeping changes taking place around the world, and if you are using a 10- or 15-year-old reference book, you are really not up with the times.

I have been hearing from people all across my State—a library media specialist in Ann Arundel County who told me of the cuts that have impacted to severely on their ability to maintain up-to-date collections. Now, this is not unique to Maryland, obviously, and in your opening statement, Senator Simon, you made reference to the situation in Chicago that you have examined personally; we have heard about the situation in California. Many libraries have closed altogether, and others are running very out-of-date collections.

As I said, the rapidly changing world demonstrates dramatically the need to have up-to-date library collections. We have staffing shortages throughout. In Maryland, in many instances, they do not even have trained people; they are staffing them with instructional assistants in the library. They are very short in terms of the number of personnel that are needed. We fall short of all of the guidelines by significant percentages as I indicated earlier in terms of collections; the same thing is true in terms of library media specialists.

This legislation which you have drafted and which I have joined with you in introducing would help to address these problems faced by school library media centers nationwide. It would reestablish the categorical aid program to school libraries; create within the

Department of Education a division of elementary and secondary school library media services to provide not only information, but leadership, to this program nationwide. We need to focus on this program, and I am very grateful to you for helping to bring that in the Congress.

Let me just close with this observation. Clearly, our young people are our Nation's greatest resource. The schools offer, obviously, the critical opportunity to develop young people into informed citizens capable of addressing the modern-day economy and functioning as citizens in a democracy. We cannot expect the schools realistically to accomplish these goals if we do not provide them with the facilities with which to do them.

So I come this morning in very strong support of this legislation, and urge its inclusion within the Elementary and Secondary Education reauthorization.

Thank you very much.

[The prepared statement of Senator Sarbanes may be found in the appendix.]

Senator SIMON. I thank you. I just would add that I am sure for Paul Sarbanes, it was like it was for Paul Simon as a young man that library was extremely important for me. I was reading the comment of our former colleague, Senator Bill Fulbright, who said that he gives much of the credit for what he was able to do to a small-town library. And then the other day two of the first people to use a small-town Pennsylvania library were Margaret Mead and James Michener. And how they have enriched all of our lives.

Senator SARBANES. Mr. Chairman, I think all of us have that experience. I see this young fellow who will testify later, and he looks like he is making his way forward; I am very encouraged by that. It is pivotal in the lives of many people. I mean, you can help judge the quality of your civilization, in my opinion, by the quality of your libraries.

Senator SIMON. I have not heard it put that way, but I completely concur, and I thank you very, very much, Senator Sarbanes.

Senator SIMON. Congressman Reed, we are pleased to welcome you, and I might add that, as you know, the chairman of our subcommittee is Senator Pell from Rhode Island, and we are pleased that you are following a Rhode Island tradition of interest in education.

Mr. REED. Thank you very much, Mr. Chairman, and I want to commend you for your efforts over many years to help the libraries of this country, particularly school libraries. Also, we in Rhode Island are honored to have Senator Pell as the leading figure for many years in education in this body.

I am also pleased and honored to be here with Senator Sarbanes, who also has been fighting with you and with Senator Pell for good education policy, particularly with respect to libraries.

I am also pleased to be a cosponsor of this bill on the House side and to note with a great deal of pleasure that we have included this provision in H.R. 6, the Elementary and Secondary Reauthorization Act. So we hope we have given some momentum to your efforts on this side to also include school libraries in the Elementary and Secondary Act reauthorization.

Senator SIMON. And we appreciate that, I would add.

Mr. REED. Thank you.

I also want to recognize one of our distinguished Rhode Islanders who will testify later, and that is David Macaulay, a noted author and illustrator, who will someday be recognized as he is today, like Margaret Mead and James Michener as a great American author. And we traced him back, and I think his first exposure was in a school library or a public library, so your point was well-taken, Mr. Chairman.

We in this country have had a long infatuation, indeed, I hope a love affair, with books. Thomas Jefferson wrote that he could not live without books. But sadly, too many children in this country are without books, good, modern, up-to-date books that they can use for their education. And in this technological age, they are lacking the latest media—computers, CD-ROMs, all of those educational materials that are so necessary for success today.

We are aware in the Congress of how important it is as the world changes to rapidly, as technology changes and as our economy changes, that it is very difficult for local school libraries to keep up. The average cost of a suitable book for a library is about $31, yet the per pupil expenditure in the United States from 1989 to 1990 for library materials was $5.48. So that disparity is startling, and we must do something.

Also what is startling is that if you look around school libraries, you discover that the average copyright date of these books is 1965. That was a long time ago. Lyndon Johnson was President; we had not landed on the moon; the world was a much different place. And yet that is the type of material that most students have available to them in our schools.

We have to do better, and I think we must do better. Examples abound of textbooks and resource books that are totally out-of-date. I received a book from Peoria, AZ, which is on the shelves there. It is a study of the United States Constitution, with a rather interesting foreword by then President Calvin Coolidge. The 1924 date of the book suggests how old some of our books are. I just hope the students in Peoria, AZ do not have to look up Amendments 20 through 26, because they had not yet been adopted in 1924.

We have schoolbooks on our shelves which have titles like "Our Friends the Germs" and "Someday Man will Land on the Moon." In Austin, TX, shrinking book budgets for public school libraries have resulted in collections that are far out-of-date. A title that was recently removed was "Asbestos: A Magic Mineral," a 1941 book. I suspect they ascribe to asbestos some of the benefits which we do not think now are ascribed to that particular material.

We cannot achieve our National Education Goals unless we have good libraries, and that is the purpose of your legislation, Mr. Chairman, and that is the purpose of the legislation that we have introduced in the House and have included in H.R. 6.

School library media expenditures have fallen about 16 percent since 1978-1979, when the categorical grants expired, and yet library material costs have increased 140 percent in that same time period.

We have to do better. We have to go ahead and support local libraries with real resources to buy real books, up-to-date books, and modern media.

I was proud to introduced the Act on the House side and proud to join you and Senator Sarbanes in a very important quest to ensure that all of our students in every school have access to the most modern, up-to-date textbooks and library media.

I look forward to working with you, and I know with your efforts and Senator Sarbanes' efforts, we will be successful in our joint efforts.

Thank you very much, Mr. Chairman.

[The prepared statement of Mr. Reed may be found in the appendix.]

Senator SIMON. I thank you very much, Congressman Reed, for your leadership and for your testimony.

I would just add in terms of modern reference books, I was in a library in a small town in Illinois not too long ago, and tried to find something on Bosnia. There was absolutely nothing. My guess is that one-fourth of the school libraries in this Nation—maybe half—have nothing about Bosnia. Obviously, we have to be kept up-to-date on developments.

Mr. REED. Well, with the decline of the Soviet Union, Mr. Chairman, I suspect more than one-fourth of the schools in the country have maps that still show the Soviet Union looming on the horizon.

Senator SIMON. I am sure.

Thank you both very much.

Senator SARBANES. Thank you very much, Mr. Chairman.

Mr. REED. Thank you.

Senator SIMON. We will be hearing from a panel of excellent witnesses, and we are particularly pleased to have two young people among our witnesses.

First, let me call on Dr. Andrew Hartman. I knew Dr. Hartman when he was a staff member over on the House side, and he now heads the National Institute for Literacy. And while we are a little slow in getting it going, I think it sounds like we are starting to move, and I am very pleased to have Dr. Hartman here.

STATEMENT OF ANDREW HARTMAN, DIRECTOR, NATIONAL INSTITUTE FOR LITERACY, WASHINGTON, DC

Mr. HARTMAN. Good morning. Thank you, Senator Simon, and all the staff of the committee who are old colleagues of mine when I was, as you mentioned, on the staff of the House Education and Labor Committee.

It is a different and strange feeling to be on this side of the table rather than behind the members, watching the witnesses at a hearing such as this.

Senator SIMON. Slipping tough notes to your members.

Mr. HARTMAN. Yes, that is right.

It is, as I said, a real honor, particularly to be testifying here with you as the chairman this morning, given your involvement from the very beginning in the National Literacy Act and in the creation of the National Institute for Literacy, and now, with your wife, Mrs. Jeanne Simon, as the chairperson and leader in the library field, the Simons are really the "First Family of Literacy," I would say. When you go home, I am sure literacy is a topic of conversation very frequently. So I thank you for putting this on the agenda this morning.

Senator **SIMON**. Incidentally, we will try to limit all the witnesses to 5 minutes and will enter your full statements in the record.

Mr. **HARTMAN**. Thank you, and I will try to be brief. Since I gave that advice to probably 300 witnesses in the 10 years I worked on the committee, I will try to take my own advice here.

It is really a pleasure, and I am very glad you have witnesses from the programs, particularly from Even Start, who will be following up, because I think they really have the true story to tell.

I put in the testimony that I have submitted some information about the National Institute for Literacy, since I did not know if other Senators would be here who might need some additional information, but I think I will forego that, since you are one of the experts on the Institute, only to say that we are moving forward and that family literacy and the role of libraries in literacy will continue to be an important part of our work.

Let me just say a little bit about what at least my understanding of family literacy is, to set the stage, hopefully, for the witnesses later who will talk about their experience in an individual Even Start program.

I began work on the program in 1985 when Congressman Goodling, who was then my boss, instructed me to begin the background work on the development of legislation that would bring parents and children together in a unified program, building on the notion that parents in the best of circumstances are the first and most important teacher of their children. So building on that very simple but powerful notion that has been supported by much research—in fact, it is probably the most well-researched and documented finding we have on educational research—parents' education and involvement in their children's early learning is the best predictor of school readiness and school success through the child's career.

So building on that notion of what family literacy is, Even Start is a program for parents who do not have basic literacy skills and the skills of working with their children which they could develop either from their own development or from educational experiences of their own, to try to inculcate those skills and that knowledge into parents and provide them the opportunities to work with their children, so they can in fact become their children's first and most important teacher.

So the Even Start program really began in 1985 with a series of hearings on the House side. As you know, it became law in 1988 as part of the Elementary and Secondary Education Act.

Since then, it has grown tremendously. The first year funding was approximately $14 million and funded less than 100 programs. Last year, in 1993, the program funded 438 programs in every State in the country. Even Start, when it hit $50 million, went from being a national program to a State program, where now every State receives its own grant. So that for example, Illinois, Minnesota and Wisconsin, each State receives its own grant, and now they make sub-grants to local programs within the State.

One of the most important features of Even Start, and something that you, Senator Simon, were involved in amending the law in the National Literacy Act, was making sure that it was very well-focused on the people who had the most need—going back to what Even Start is, making sure that family literacy services went to those parents and those families that were most in need. And from the evaluation of Even Start, that appears to be happening.

For example, 77 percent of the parents do not have a high school diploma when they enter Even Start. Fifty-two percent of the families receive Government assistance as the primary form of income in the family. So it appears that Even Start is dealing with the people that it was originally intended to.

One of the unusually and I think really important aspects of Even Start is the evaluation of it. There has been an ongoing major national evaluation of the program for the last 3 years that has been carried out by Apt Associates, a very high-quality research firm in the Washington area. Some results of that research are coming in now. For example, in the second year of the program's operation, 72 percent of the families were in the program going into the second year of services. That 72 percent the families would stay in the program 2 years in a row, given the demographic backgrounds, is a very unusual and very strong finding if you look at other adult education and early childhood education programs. That kind of retention is a very, very strong finding.

As well, Even Start children, when compared to children who were not served by the program, are doing better than their peers. Parents are getting GEDs at a much higher rate than parents who are not in the program, which is, of course, a really important certificate when you go to look later for employment, from what we know about what the GED means in terms of employment. And parents' expectations for their children are a very important predictor of the children's future progress right through the school years also increases at a significantly higher rate in the Even Start parents than in the control group.

So it appears that Even Start is having some very important, significant effects on the families. However, there does seem to be some areas for improvement. For example, there do not appear to be the really strong learning gains in parents that we would hope to see if the program were as successful as we had hoped. This is also a finding—and I know we are going to be talking later today about adult education in general—and this may partly be a result of the fact that many Even Start parents are referred to adult education programs in the area of the program for the adult education part of the Even Start package, where there are early childhood, adult services, and parenting. When they go to those programs, often, those programs are in place—they may be in libraries, in schools, in community colleges—and what we are learning about the adult education services in general in the Nation is that the retention rate is often poor, the intensity is low, and the gains are low, not surprisingly.

For example, for Even Start parents, the median number of hours of adult education services they received over the course of the whole program was 39 hours, so essentially a week of services. That is something that the Institute and the Department of Education really need to look at, how to increase the intensity of the services in order to really get the results we want.

Just a couple final comments on some of the impacts of Even Start that have really rippled out from the actual program, and I am sure you will hear later from the participants in the program that those results have been impressive. But I think possibly more important from a national perspective have been the larger impacts of Even Start.

For example, some States have taken Even Start and the family literacy concept and adopted it as a State initiative. For example, Hawaii has developed a statewide family literacy initiative where they have taken their own money, added it to the Even Start funds, raised private funds, and begun a statewide, very intensive family literacy program, trying to reach every family in the State in need of family literacy efforts, and that includes libraries.

Senator SIMON. I hate to cut you off, but you have been at these hearings before, and you understand.

Mr. HARTMAN. Yes. Thank you.

[The prepared statement of Mr. Hartman may be found in the appendix.]

Senator SIMON. First of all, I am impressed by the 72 percent figure. That really is significant. I was just looking at Census figures for Illinois the other day, and 26 percent of adults in Illinois are not high school graduates. Of that 26 percent, there will be a relatively high percentage who have very, very limited skills.

Mr. HARTMAN. Nearly 80 percent of Even Start parents were not high school graduates.

Senator SIMON. Even Start is, frankly, doing better than some of us hoped when it started, but in terms of the potential, are we reaching one percent, 2 percent—where are we, would you guess—and I know you cannot give us a scientific answer.

Mr. HARTMAN. The potential of the number of people served, or the impact on individuals who are served?

Senator SIMON. The number of people who potentially could be served by Even Start, who need to be served.

Mr. HARTMAN. Probably a very, very small number. We know now, today, the most we have ever known from the National Literacy Survey about the literacy skills of the American population. And from that—and you mentioned this in your opening remarks—the first two levels of that assessment, which are considered the lowest, or inadequate literacy skills, if you look at the number of parents in that population, this program is now serving in the thousands of number of parents and families, and we are talking in the millions of families who are in the lowest two levels of literacy, who have children of school age.

So it is infinitesimal.

Senator SIMON. So it is probably not even one or 2 percent yet?

Mr. HARTMAN. That is right. If you do not mind, this kind of gives me an opening to the last point I was going to make, and that is that my own personal belief is that one of the important parts of Even Start is how it includes other programs such as Head Start and Chapter 1, which are multibillion-dollar programs that reach—for example, Head Start is reaching 50 to 60 percent and growing of a similar population. There has been a bill introduced in the House and in the Senate, bipartisanly, that will make family literacy an important and critical part of the Head Start program, and my belief given the budget and the policy development going on in this Nation is that the impact of Even Start on those programs, taking those combined $12-$13 billion a year, and bringing family literacy into those as an integrated part of those services may be the way that the Even Start idea will eventually reach many, many more parents and reach the kind of population we are talking about.

Senator SIMON. We have library people here today, also. As you know, a great many people who cannot read and write or who have extremely limited skills will not walk into an elementary school or a high school; they will walk into a library. Do you have any words of encouragement for librarians to get into this field of literacy more?

Mr. HARTMAN. Over the last 3 months, I have been trying to take a crash course, and it has really been exciting, going from being a staff persen, where you have such a large field of issues you have to deal with in literacy, and I have been travelling around quite a bit. And one thing I have been frankly surprised about, because I have been learning quite a bit is how much libraries, particularly in some States, are already involved.

For example, in California, libraries are one of the primary deliverers of literacy services, and that is true in some areas, particularly I think in some of the urban areas; but in some States, rather than community colleges, they have chosen the State library system as the approach. But without a doubt, I think libraries are important. That is where the books are, that is where kids go, and they are often just geographically located in neighborhoods where schools are not.

I know the Library Literacy Program is something that is of interest to you. I do not really want to comment necessarily on the wisdom from the point of view of the administration if its continuing or not, but one thing I would say is that as I travel around the country, it is something that comes up all the time to me. It is very small, but it is critical. It gives people in the library field a foot in the door and some money that they can use at the city level or at the county level to leverage into the service delivery area.

So that has been what people have told me as I have travelled around the country is very important. Even though it is very small and may not look important to the literacy providers, it is a very important leverage piece where they can get into the conversation of becoming part of the literacy network locally.

Senator SIMON. Absolutely.

I am pleased to be joined by someone who is very interested in this whole cause of education, Senator Paul Wellstone.

Senator WELLSTONE. Thank you, Mr. Chairman. I will be very brief, and I apologize for being late. It sort of ties in—I made a commitment to speak at the Child Welfare Conference, so when I leave early, it is no spite to the librarians. My wife Sheila worked in our school library in Northfield, MN for about 13 years, and we both feel a real strong commitment to this area.

Just to pick up on two quick points that the chairman made and then to ask you one question, Dr. Hartman. It is a shame that even using the most, if you will, conservative, limited definition of "illiterate," much less what it takes to be a fully participating member in our democratic society, the funds that we put into this are just so minuscule. I remember reading Jonathan Kozol's book, "Illiterate America," years ago, and his works usually ring with indignation. I think that is good, and I remember then thinking that this is one of the awful contradictions in terms of where we are at.

And I have seen some of your work really implemented in Minnesota, especially the community education, and they are doing a really good job. My question for you is you were talking about the connection between parents being able to have a high school equivalency degree, parents becoming literate, and then the ways in which that nurtures and encourages children. What do you think is the key—and you have had a fair amount of success given the funds you work with—what is the key to making this work? Within the family literacy program—and you probably went over this and I missed it—but what would you say is the key to what I think is really, to emphasize the positive, a really startling and positive statistic, because a lot of times, these programs have not worked so well.

Mr. HARTMAN. That is right. Next Congress, you will be reauthorizing the Adult Education Act and the Vocational Education Act. I think what you will be finding as you begin to focus on those is that we have more information about the quality of the adult education services, and if we think there are problems in the elementary/secondary area, there are huge problems there, partly related to the resources and partly related to the way we conceptualize and deliver services, particularly the intensity.

If you are getting 2 or 3 hours of instruction a week, and it is going to take you 10 years to really get to some point, it is not surprising that people drop out because they do not see progress.

I think in the family literacy area, by looking at the evaluations and the experience and talking with people over the last 8 or 9 years about what it is that makes a program that works, one of the things is just the intensity of services; and the second part, which is somewhat related to that, is that family literacy programs—and this is something that is similar to the debate right now on what is family literacy—to me, a really important part of it—and I will be interested to see if the panel following me, who have actually been implementing the program, agree—is that the contextualization of the learning in the whole sense of a family learning, for example, that a parent learning how to read by actually reading to the child, just as in workplace literacy learning to read and write and do mathematics around learning pipe-fitting—it is the same concept. The military found this about 20 years ago, that you learn in context, and you learn when you are doing something that is meaningful to you.

So what we are finding is that when people are essentially referred out to a program that has nothing to do with family literacy as the adult education component of a family literacy program, and then they are just shuttled back for the other part of it, this kind of shuttling around and putting together services that are not truly integrated and have a single curriculum—which again relates to the whole school-to-work issue of the contextualization—that those programs that truly take it seriously have a better effect. When it is just sort of an amalgamation of programs that are sort of hinged together, the effects are the total of the individual programs, which unfortunately, in many cases, are not very good.

Senator WELLSTONE. Mr. Chairman, I will not take up any more time, and I am interested also in the ways in which it is delivered out into the neighborhoods where people live and the extent to which it is done with cultural sensitivity and the diversity of staff.

The only point I would make, though—I just had a flashback—and I remember that during the civil rights movement, there were a lot of people who never had much interest in literacy programs when there was no context, but when it was within the context of literacy, so that you can speak for yourselves and your children, literacy so that you can use the ballot box in behalf of what you believe in, it is amazing what a difference that made. And those were hugely successful literacy programs.

Mr. HARTMAN. I think one of the most encouraging findings from some of the research going on right now is that really well-thought-out contextualized programs have excellent effects.

One thing I would mention about rural areas, like in Vermont, Minnesota and States like that, is that a lot of Even Start services in those places happen in the home; there is home delivery just like there is in other services like WIC and Head Start.

Senator WELLSTONE. Thank you.

Senator SIMON. If I could just underscore what my colleague from Minnesota said, way back when, in 1957, Martin Luther King asked me to speak at the second anniversary of the bus boycott down in Montgomery, and I spent 2 days with him and a few others, going around, speaking to African American audiences who at that point were denied the right to vote and had these long forms to fill out. One of the stresses was it really is important to learn how to read and write so you can get that right to vote, and literacy tied in, whether it is voting or working or teaching or whatever it is, becomes much, much more important.

Mr. HARTMAN. Well, the largest group of individuals in most places right now on waiting lists are people who have come to this country with English as their second language, so that trying to become a citizen and vote is still one of the major reasons why people come to literacy programs, and in many cases are not served and are waiting to learn to read so they can vote. That is still happening today.

Senator SIMON. Thank you very, very much.

Senator WELLSTONE. Thank you.

Mr. HARTMAN. Thank you.

Senator SIMON. Our next panel includes David Macaulay, who has already been introduced partially by Congressman Reed. He is an author from Warren, RI.

Jeanie McNamara is a researcher from the University of South Carolina. Jim Wulfson is a student at the Edward R. Devotion School of Brookline, MA, and Dr. Carolyn Markuson is a librarian in Sudbury, MA.

We are happy to have all of you here. Again, we are going to go by the 5-minute rule, and we will enter your statements in the record, but we will move ahead.

Mr. Macaulay, we will start with you, please.

STATEMENTS OF DAVID MACAULAY, AUTHOR, WARREN, RI; JEANIE McNAMARA, RESEARCHER, UNIVERSITY OF SOUTH CAROLINA, COLUMBIA, SC; JIM WULFSON, STUDENT, EDWARD R. DEVOTION SCHOOL, BROOKLINE, MA; AND CAROLYN MARKUSON, LIBRARIAN, SUDBURY, MA

Mr. MACAULAY. Thank you, Senator.

I have never edited a speech so quickly in my life from 10 minutes to 5 minutes, but here goes.

I am very grateful for having been given the opportunity to share some of my thoughts with you this morning and to speak in unqualified support of the Elementary and Secondary Library Media Services Act.

It amazes me that in this enlightened, freedom-loving, resource-rich land, libraries can possibly be considered cultural frills, that they are not somehow on a list of national treasures to be protected and cherished without question.

Throughout history, each of the world's great civilizations has built and prized its own libraries, thus reaffirming a respect for the ideas of the past as a resource for the present. Our libraries, when properly cared for, can do much more. They too collect information, but they also disseminate it to anyone with a card or, these days, a telephone line. Their very existence symbolizes our belief in the right of everyone to know that access to information is an inalienable right. Without libraries, this particular right is seriously endangered.

The people of the United States are among the fortunate inhabitants of this beleaguered planet because they still enjoy the luxury of self-governance. We have inherited and so far have maintained the privilege of deciding what kind of a society we wish to live in. Contrary to popular belief, this right is not inalienable. It is fragile. In my opinion, it is quite alienable.

We all know that no matter what the advertising says, we do not get anything worth having for nothing, and with the opportunity for self-governance comes enormous responsibility. Those people blessed with the opportunity must not only actively participate in the process; they must continuously inform themselves in order to do so intelligently.

How comfortable would we be if television became our only source of information?

Among FDR's famous "Four Freedoms" of 1941 is freedom from fear. He was referring to a reduction in armaments around the world in order that no Nation would be in a position to threaten another—in short, to a fear of things beyond our borders. But there is also a fear born of ignorance, and ignorance knows no boundaries. Like a malevolent virus, it will successfully breed wherever the opportunity presents itself, and it will eventually destroy the very system which has given it a home.

In order for our system of government to work, those who live in it and buy it must absolutely be granted freedom from ignorance, and I think we would all agree that the most logical way of ensuring this particular freedom is by providing every American with the best possible education.

Recently enacted legislation aimed at improving the quality of this country's education suggests that many of us still believe in knowledge as the preferred way to prepare for the uncertainties of tomorrow.

It is no coincidence that in many of the newer elementary schools of the late sixties and seventies, the library was both literally and figuratively central, with classroom spaces radiating from it and all activities revolving around it. Regardless of the relative merits of the open plan design, there can be no denying the fundamental logic of this particular arrangement. It physically and symbolically expresses the desire to make all information accessible, while underscoring the essential relationship between this priceless resource and the learning which happens in and around it.

We would not be sitting here today if the seriousness of the situation had not already been recognized. So why, then, is broader awareness of the problem only just beginning to emerge? The answer is depressingly simple: The information is not accessible in a way that a large enough percentage of our population can take it in. While there are more and more articles addressing the problem, many are in journals of those professions most immediately affected by the budget cuts. Articles do appear in newspapers, but these all must be read to have any impact, and that requires a fundamental level of literacy.

We are already beginning to suffer from the legacy of neglect which this particular Act will address, at least in part. Ironically, we are forced to rely on media other than the written word to save the written word—television, for example. But unless there is a murder in the library, or perhaps a set of serial killings, which would be much more interesting to catalog, it is unlikely the subject will ignite much popular response. "Good Morning America" has spent countless hours and dollars documenting the story of the national crisis which faces our libraries. It has been finished for some time now, but why hasn't it aired? Because Tonya Harding and Lorena Bobbitt are not librarians, probably.

Suffice it to say there are countless chilling statistics to document the cutbacks, closings, and basic disintegration of the American library system both in and out of schools. At this point, only a major national commitment will turn the tide.

We must rededicate adequate resources to the fight against ignorance and its principal ally, illiteracy. As the primary line of both offense and defense in this battle, our libraries demand our unequivocal support. Unless the young people who are coming through our schools today are made familiar with and taught to appreciate the importance of libraries while in school, there is no reason to expect the demand for public libraries to do anything but continue to diminish.

This leaves the world of information and wonder which they contain locked away, made inaccessible, denied to a generation that will need both the wisdom and foolishness of the past if it hopes to carve out a truly meaningful existence in the future and preserve a way of life which we have been able to pretty much take for granted.

Thank you very much.

Senator SIMON. Thank you. You are a wordsmith, and we are going to. Among other things—and I want my staff to make a note on it right now—send a copy of your testimony over to ABC, and then maybe we can get something done.

Ms. McNamara?

Ms. McNAMARA. Thank you, Senator Simon, for asking me to share with research says about the importance of school libraries on achievement and to share with you why it is necessary to return to the original intent of the ESEA.

In 1957, we were shocked, and we responded when Sputnik was launched. In 1965, there was public outrage when a parent magazine reported we were spending more on dog food than we were on our children. We added resources in the ESEA of 1965 by clearly earmarking those funds for library resources, and the research indicates that we were successful.

In 1983, we were shocked by the economic equivalent of Sputnik, and we wrote "A Nation at Risk." However, our response was not to add resources, but to demand that teachers and students achieve more with the same old collections we had put in place in the sixties.

Stephen Krashen, in "The Power of Reading," insights from the research, reports that several research studies indicate that larger libraries are associated with better reading and that larger school libraries mean higher reading scores.

If we continually ignore school media collections, will our children continue to slip academically when compared to international achievement? The "Youth Indicators 1993: Trends in the Well-Being of American Youth" shows that among U.S. students, the amount of leisure reading and students' attitudes toward science were positively related to their science scores. In a 1991 international assessment of educational progress in math and science, 13-year-old U.S. students performed at the average in science and below the average in mathematics. U.S. students were not among the highest performing in either subject.

The current national recommendation is that three new books be added each year for each school at each level. That is according to the 1993 Bowker Annual. According to the NCLIS/ALA survey which is being published this month, the average number of books acquired per pupil in Kentucky, Arizona, Illinois, and Michigan last year was less than one book. In Rhode Island, Arkansas, Massachusetts, and California, it was about three-quarters of one book. In Pennsylvania, it was about one-half of one book. In Indiana, according to a recent study by Daniel Callison, collections in public high schools had a negative growth; they discarded more books than they were able to buy.

Nationally, the median age of a school library collection is 30 years old. That dates back to this original legislation. Why is this important?

I received this book from one of my students in Augusta, GA. This book was also in my media center in the elementary school and in the high school when I was a media specialist in Michigan. It is in almost all of our schools in South Carolina. Its title is "The International Library of Negro Life and History," and in this reference book, Martin Luther King is still alive; Jesse Jackson is too young to even be included; Rosa Parks is not there, and Willie

Mays is still playing ball. Where are the role models for today's students?

I was also speaking with a media specialist in Texas this week. In her school, Spanish is the education language in the first and second grades. She does not have any Spanish books in her media center.

A media specialist in a San Diego high school has a similar problem. The demographics of her school have changed drastically. Ten years ago, her collection met the needs of the curriculum and the reading interests of her students, but it no longer does.

In a school match study out of Westerville, OH, the highest correlation of student achievement was the size and staffing of the school library. The Colorado study, which was completed last year, replicated these findings. It shows that the size of a library media center's staff and collection is the best school predictor of academic achievement.

Among school and community predictors of academic achievement, the size of the library media staff and the collection are second only to the absence of at-risk conditions, particularly poverty and low education attainment among adults.

Education has changed since we were in school. The intellectual needs of our children and grandchildren are not the same as they were 30 years ago. There were no VCRs, no modems, no PCs, no E-mail. There was no information highway. There was barely an interstate system. Thirty years ago when these collections were new, we were fighting a different kind of segregation—one of color. Today we are fighting the growing segregation of information haves and information have-nots.

This is not a racial problem. It is not an urban problem. It should not be a political problem. First graders are not Republicans or Democrats, and it does not matter where they live. They are our Nation's future, and they deserve to be educated and to be able to survive in the 21st century.

Thank you, sir, for inviting me.

Senator SIMON. Thank you for an excellent statement.

[The prepared statement of Ms. McNamara may be found in the appendix.]

Senator SIMON. Jim Wulfson, we are happy to have you here. Are you skipping school today?

Mr. WULFSON. Yes.

Senator SIMON. All right. Well, I think we will let you get by with that. Incidentally, I notice that you are from Brookline, MA. Has anyone famous ever come from Brookline, MA?

Mr. WULFSON. Yes. I go to the school that John F. Kennedy went to.

Senator SIMON. I see. And do you know, did Senator Ted Kennedy go there, too?

Mr. WULFSON. I do not know.

Senator SIMON. We will have to check that out. He is the chairman of our committee here. Well, we are happy to have you here, Jim, and we look forward to hearing from you now.

Mr. WULFSON. Thanks for inviting me. From my fifth-grader's point of view, the libraries definitely need more money for four different reasons.

First of all, they obviously need updated nonfiction books, such as things on Sarajevo, which I went to my school library to find something on that, and the closest thing I found was a book on Yugoslavia, which does not exist.

We also need new globes and maps. All of the globes in our library have the Soviet Union, Yugoslavia, and countries that do not even exist on them. And the same with maps.

Our encyclopedias are especially outdated. They just do not have the right information for research on places like Africa.

And I feel very strongly that our school libraries should have electronic card catalogs and encyclopedias. I think they are much more efficient than normal encyclopedias or card catalogs; you can update them much faster, and just hook up an electronic encyclopedia onto a network modem, and they get updated instantly. And that is pretty good.

I think we also need current fiction books. I have read pretty much every good fiction book in our library, and when I am waiting for my Mom to get out of work, I am re-reading them.

I would say that maybe libraries might want to turn even more electronic than they already are; but you can curl up in bed pretty good with a book, but I do not think you can curl up in bed very easily with a computer printout.

Thank you.

Senator SIMON. We thank you. How old are you, Jim?

Mr. WULFSON. Ten.

Senator SIMON. And what do you want to become when you grow up?

Mr. WULFSON. A sportscaster.

Senator SIMON. Well, I think you may do very, very well in that; you seem to be at home with that microphone.

Thank you very much for your testimony.

Dr. Markuson, we are pleased to have a librarian today on the panel.

Ms. MARKUSON. Thank you.

Senator Simon, committee staff, and distinguished colleagues and guests, I am very honored to be asked to testify on behalf of S. 266 today, not only for my State and my region, but also for my colleagues represented by the American Association of School Librarians.

Libraries have been my life and often my refuge. School libraries have been my passion for the last 25 years. My early career as a research chemist was literally born in the library, where my interest in science could be nurtured unhindered by the naysayers, who felt it was not an appropriate career choice.

The legislation we are addressing today holds great promise, and like Phoenix, is arising from the ashes. Focusing a Federal spotlight on the information needs that go hand-in-hand with the technological needs of the schools is an imperative. Training and curriculum development needed to implement the new teaching methodologies and learning strategies of our children is a cornerstone of every educational reform effort now occurring in the schools.

Ten years ago, at a Marshall McLuhan lecture, a schoolhouse was shown. We were asked to describe what was wrong with the picture. It sat on a grassy knoll, among the trees and wires and homes in a lovely suburban neighborhood, with not a single indication that it was connected to anything. It was an island of learning, completely isolated from the world in which it sat.

Out-of-date resources, with a lack of phones and other technologies, are still the norm. This situation can no longer be tolerated. The Federal Government must intervene as it has led in the information highway. Without this Federal focus, it will be years, if not decades, before the issue surfaces with any vigor.

Let me share with you some of the things that I have seen over the last several years. Last week, I picked up these books from Jim's school. One is "Boys' Own Arithmetic." Another one is "A Boy and Batteries," in which it says any boy who does not set up his own experiments is lacking. The third one is a medical research document, and it is in my testimony. It lauds the cheerful dog that is under experimentation.

A student request for information recently on daily life in Israel found the most recent book on the shelf 1978. A high school Middle East unit had four books to support it. One was "The Palestinian Question," 1947; the other three were 1970.

An urban system budget of $2,100 for library resources, 25 percent below the State average—but do not fear. The librarian was never allowed to use it—has not been for the last 6 years, as the principal has found more immediate expenses paramount.

Librarians are reluctant to weed out their old books. I applaud Indiana, even though they are getting negative results, for throwing away the old books. If they do it across the country, our nonfiction shelves will be empty. Some libraries, particularly in urban centers, do not allow their books to leave the building for fear that if they lose them, they will never see them again.

What does this tell us about children in urban settings when we want to wean them from television? They have no alternatives. Teachers have long since stopped using teaching methodologies that require resources because this lack of resources sets students up for failure. Students in many schools cannot, even if they want to, understand the headlines of Burundi and Rwanda. Their African maps do not show these countries. They are lucky if they show the Belgian Congo.

What about a book entitled, "Let's Visit Ceylon," containing biographical and scientific tones that mention neither women, African Americans, nor any other ethnic minorities' contributions, inventions, or discoveries; science and health materials that speak of going to the moon; perhaps polio will be conquered in our century; and a claim in a book that I threw out about 4 years ago that said world pandemics are over, and we are on the eve of a disease-free world.

I have watched vigorous collections of resources in my schools as well as those of my colleagues disappear. Student and teacher needs cannot be met. A current Massachusetts study, which is a doctoral study to be reported tomorrow, shows that 93 percent of Massachusetts school libraries are at or below the minimal level of State guidelines. The remaining 7 percent were reported at average; none exemplary. And the statistics for these collections that you are going to be seeing in abundance are only half the story, because it is the age of the collection that is important.

This is the erosion that we must end if we are to have a literate society in our democratic world.

Cooperative learning, writing process, literature-based learning and teaching all demand the support of extensive resources. Without that base, these two reforms will fail, and it is a risk we need not take—indeed, we cannot afford to take it. If we are to step out smartly in pursuit of our National Education Goals, we must begin now to provide the strength of resources. Money allocated to school libraries ripples through every, single corner of the school. Libraries are the great levellers of educational equity, but the resources, visible leadership, and collegial cooperation of our colleagues as we renew curricula and training to accomplish that, are expected.

I urge you to include and fund well the school library provisions under this bill.

Thank you.

[The prepared statement of Ms. Markuson may be found in the appendix.]

Senator SIMON. Mr. Macaulay, you have contributed to our culture; you obviously have a sensitivity to words. What did the library mean in your life?

Mr. MACAULAY. Well, there were a couple of things. It was probably the first place where I was trusted with someone else's stuff, which was a very endearing quality. I mean, I could actually walk away with books and records and take them home; nobody followed me. This was most unusual and has endeared me to them from the very beginning.

I used to go to libraries for all sorts of reasons, whether it was to check out the National Geographics, or books on drawing or, as I said, records, all the time. It was just a normal part of life. It was one of the landmarks, one of the points of orientation in my childhood environment.

Senator SIMON. Ms. Markuson, Mr. Macaulay mentioned taking those books homes, and one of the things you mentioned is that in some central city school systems, they cannot take books home from the school library. We also know from surveys done by the Nielsen people that on average in those central cities, people are watching an additional average of 7 hours a week of television, including a lot of violence on television, where we learn the wrong lessons.

I think it is very clear that, yes, we may lose some books in the process, but we are losing something infinitely more important when we do not permit people to take out books.

Ms. MARKUSON. Yes.

Senator SIMON. Ms. McNamara and Dr. Markuson, when I visit schools—and I see, literally, nice shelves with not more than 50 books on them or empty shelves in a Chicago school, and yet know if I were to visit—and my wife is here right now, and she is an alumna of a high school in suburban Cook County—if I were to visit that library, it would be very different.

What harm are we doing to young people in a Chicago school that does not have that same access?

And Mr. Macaulay, you may want to comment on that, and Jim, if you want to comment, you can, too. We will see if you would make a good "library-caster." I do not think there is such a word like "sportscaster," but you think about that.

Ms. McNamara?

Ms. **McNAMARA**. I think the most important thing is something that I alluded to with this volume here, that reading more is what raises reading scores, and if there is nothing in the libraries that is remotely connected to their lives and what is important in their lives, they are not going to read it. I think that is one thing.

I was speaking with a media specialist in a very poor county in South Carolina this week, and he has had a zero budget—and remember, this is in South Carolina, a poor, mostly African American constituency, if you will. The average age of his collection is 54.5 years old. That is older than I am, and I am a member of AARP. Think of those kids. That means that those kids are seeing white role models of the twenties, the thirties, and the forties in their fiction—no black role models. And that means that for children in Colorado, Florida, and Southern California and Texas, there are no Mexican American or Hispanic role models. Why should they read if there is nothing there that speaks to them?

As Representative Reed was saying, it just does not make sense for them to go to nonfiction shelves to do reports and have things be 20, 30, 40, 50, 60 years old; 1924 is ridiculous for up-to-date information on the Constitution.

Senator **SIMON**. Dr. Markuson?

Ms. **MARKUSON**. I think one of the major things that happens with youngsters who do not have access to these resources is that they are absolutely limited to what their teachers might know and to the textbook in the classroom, which is often in as disreputable State as the library shelves. So that we are in force saying to these children, "You do not need to know this information," and are making them information-poor almost deliberately. This is something that we cannot afford to do. We have youngsters whose minds are ready, eager, and sponging to learn information as youngsters who, by the time they are in middle grades and above, have turned themselves off because there is no purpose to it. And we have also filled them full of whatever we knew that was out-of-date.

It is very difficult for an inner city school—frankly, I do not know of any library in a school that is well-staffed—so that there is very little adult intervention to help students make the analysis of books, and there is this idea that if it is on a computer or in print, it must be true. I think that is a very dangerous thing for an intelligent society to do to its children.

Senator **SIMON**. Do you want to add anything, Mr. Macaulay?

Mr. **MACAULAY**. I just think that what we are doing, basically, is ensuring a level of ignorance which makes it impossible for these kids to stand up for themselves. And they will look for other ways of standing up for themselves which are less intelligent; they will look for ways that they have learned, often from television, and from the life they see around them.

Senator **SIMON**. In one of the more affluent school districts in Illinois, 60 percent of the science books in that library are older than the students who are attending school there. Clearly, they are going to get misinformation and outdated information.

Jim, what is the last book you read?

Mr. WULFSON. "The Two Towers" by J.R.R. Tolkein.

Senator SIMON. And do you like to read?

Mr. WULFSON. Yes.

Senator SIMON. And what does reading do for you, Jim?

Mr. WULFSON. Well, it definitely puts me in another State of mind. Reading just kind of carries you away, sometimes, depending on what you are reading.

Senator SIMON. It permits you to go and see and experience all kinds of things you cannot in Brookline, MA, doesn't it?

Mr. WULFSON. Yes. And with nonfiction books—our class assisted in an extensive mapping project, and when we could not find updated information for these maps that we had to do, it just really put us down for a while. It is just a whole lot harder when you are looking at 1920 maps.

Senator SIMON. I can understand that.

We thank you all very, very much.

Our final panel includes Yulanda Ritchie, who is accompanied by DeAnthony Ritchie. I had a chance to meet DeAnthony earlier today. They are from Louisville, KY. Heather Redmond is a teacher in Louisville, and Bonnie Lash Freeman is director of training, planning and development with the National Center for Family Literacy.

Unless there is some indication to the contrary, I am going to call on you first, Ms. Ritchie.

STATEMENTS OF YULANDA AND DeANTHONY RITCHIE, LOUISVILLE, KY; BONNIE LASH FREEMAN, DIRECTOR OF TRAINING, PLANNING AND DEVELOPMENT, NATIONAL CENTER FOR LITERACY; AND HEATHER REDMOND, TEACHER, LOUISVILLE, KY

Ms. RITCHIE. Thank you.

As a teenage parent, I believed I had no other choice but to drop out of school and care for my two babies. I took the GED test, hoping I could tell my kids I had at least passed that, but I failed by 15 points, and I told myself to give up.

When my daughter Tammy entered Head Start, I had already become a mother of four. When my social worker told me that she could get me into vocational training, I told her what I really needed was education. She then put me in touch with the program that changed my life.

When I first walked through the doors, I was scared. But when I met the adult teacher and the early childhood teachers, I felt better. They were so friendly, and I knew my family would be there, learning together.

Some people told me that education was "a white thing." I took comfort in that, but I also took comfort in my children. But was I going to teach them that being black was an excuse not to learn? No. I know now that learning is not "a black thing" or "a white thing." It is a people thing, and we can work on it together.

Through this program, I learned more about how to care for my children. For instance, I had never heard of lead poisoning until someone from the health department came to one of our regular parent groups. I also learned that spending that extra second or minute can brighten a child's day.

My son, DeAnthony, is in kindergarten, but his teacher has him reading and writing with first-graders the majority of the time. His progress is booming, and he and my daughter Tammy help each other with their homework. My two youngest children, Benjamin and Kevin, will have great support when they start school.

When I took the GED test again and found out that I had passed, I was in shock. I immediately knew that I had to give back to the program that helped me. I got a part-time job in the program at the end of last year. I had three part-time jobs.

This year, I became a full-time infant and toddler assistant in the family ed/Even Start program. I will be starting college this summer to become a certified teacher. I enjoy visiting parents in Even Start programs to show them that I am just like them, and that we cannot give up, because we have dreams and goals to fulfill.

There are a lot of people that I would like to thank in my life because it is going to great now, but it is an honor to thank you, the lawmakers, for making Even Start possible for my family and for families all over the United States.

[The prepared statement of Ms. Ritchie may be found in the appendix.]

Senator SIMON. We thank you very much.

DeAnthony, can you tell us how old you are? Pull that microphone down toward you a little bit. How old are you?

Mr. RITCHIE. Six.

Senator SIMON. And are you learning to read?

Mr. RITCHIE. Yes.

Senator SIMON. And do you like to read?

Mr. RITCHIE. Yes.

Senator SIMON. And what do you want to become when you grow up?

Mr. RITCHIE. A cooker man.

Senator SIMON. A kitchen man. All right. Do you mean you want to become a chef, a cook?

Mr. RITCHIE. Yes.

Senator SIMON. All right. That sounds very good.

Ms. Freeman?

Ms. FREEMAN. Good morning. Again, we thank you all for letting us come and talk about family literacy. Family literacy is an intergenerational education program that integrates adult literacy instruction and early childhood education for under-educated families. The program has four essential elements, including basic skills instruction for the children's parents, developmental education for young children, parent and child time together to share in learning experiences, and parent education and support groups.

The focus of family literacy is on the entire family, rather than the individual members of the family. It is based on the premise that parents and children can learn together and enhance each other's lives, and restores the family as a center for learning.

Putting the four components of family literacy together into a comprehensive program produces a synergy, a dynamic interaction between family members, that has a greater effect than the combined effect of the parts.

Research in each of the disciplines that make up family literacy documents the effectiveness of the parts. The Perry Preschool Study heralds the long-term benefits of early childhood education.

Adult education research is not as expensive as it is in early childhood, but the studies show that adults do learn when given a second chance, and that often, they learn faster than when they were children.

Tom Stitch and others have estimated that when adults are motivated to learn and presented materials in a context that has functional benefits to them, they learn faster than traditional school-age children.

What better context for a young parent than the day-to-day context of their families. We know now that the integrated, dynamic relationship of the components complements the complicated interrelatedness of family members.

Family literacy is working across this country in many varied communities—with immigrants in Eastern Europe, such as Rochester, NY; with migrant families in Yuma, AZ; with Hispanic families in Illinois and California; with African-American families in Atlanta and New Orleans; with Haitian families in south Florida; with Caucasian families in the hills of Kentucky as part of the Kentucky Reform Act; with Asian families in Seattle—everywhere across this country.

Prior to 1987, my experience had primarily been in the early childhood arena with parent involvement. As an early childhood teacher who has worked with children most in need, I know that children most in need come from families in need. Even families with multiple issues have the capacity to examine themselves, make choices and decisions about their lives, and identify their strengths and challenges when given the chance.

Family literacy collaboratives such as Even Start given parents the chance to be the true leaders of their families, to truly become contributors to our society.

Thank you.

Senator SIMON. Thank you.

[The prepared statement of Ms. Freeman may be found in the appendix.]

Senator SIMON. Ms. Redmond?

Ms. REDMOND. Thank you, Senator Simon, for allowing me to be here and to speak about these issues.

I am in my third year as an adult education teacher in the Even Start Family Education Program at Wheatley Elementary School in Louisville, KY. Prior to that, I had spent 2 years teaching English to adult students and elementary children of missionaries in Africa, and I have also taught high school English in Paul Sarbanes' great State of Maryland, in a school where 60 different language groups were operating.

I wish I had known back then how to apply the principles of family literacy to those educational programs, because family literacy is a much more comprehensive approach to education that focuses on whole families. It is my long-term goal to return to Africa to teach and implement the concepts of family literacy there.

The idea of an integrated team teaching disadvantaged parents and their children together is complex and requires specialized training. My previous training was helpful, but I soon discovered that family literacy requires intensive teamwork that is unfamiliar to many teachers.

The implementation training provided by the National Center for Family Literacy was valuable. There, we learned how to work together and plan as a team in order to integrate the four components of adult education, early childhood education, parent-child interaction, and parent groups.

We also received technical assistance from Jefferson County public schools program coordinators, who helped us to start and grow as a program. Another helpful part of our staff development is the monthly total team meetings, with all five of the Even Start family education teams sharing ideas.

One of the most important parts of the program is the parent-child interaction time, where parents learn to see themselves as their children's first and most important teachers. Here, parents join children in the early childhood classrooms to play and learn together. We teachers assist during this time, but we do not lead during this time, because we see the parents gaining confidence in their own teaching skills with their children in the parent-child interaction time. They often transfer this newfound confidence to their volunteer work in the schools.

Volunteer time is a regular part of our program which enhances the collaboration within the schools. Parents spend time each week volunteering in the school library, the office, the computer lab, or in a classroom setting. Several of the parents have begun to see stronger connections between their own learning and their children's future schooling as a result of their volunteer time experience.

One mother who has a 14-month-old is inquiring more closely into child development to find out when to start helping her daughter with the things she sees being taught in preschool and elementary classes. She came back one afternoon from working in a third grade class, excited because she had helped her child master multiplication, and she could identify strongly, because she had struggled to learn concepts of algebra when she was taking the mathematics section of the GED test.

Another student was a dropout of an adult education GED class. She dropped out when she felt she had not progressed at all during the year she had been there. She came to our program and was excited because her children could be there with her. She did not have to worry about day care or child care anymore; they were right next door. She gained confidence through reading to the preschoolers in our program through her volunteer work in the kindergarten class. Within only 5 months with us, she has completed two of the five sections of the GED test; she has applied to a State university for the fall to pursue a career in early childhood education.

Through our collaboration with the local universities, colleges, vocational schools, and businesses, we can help students as they choose their directions when they leave the program.

Another example of the parents we are serving are grandparents. Many grandparents are coming to our program because they are raising their second generation of children now; they are raising their grandchildren.

One of the grandmothers who came to our program last year began coming because her social worker had sent her to us through the JOBS program. She mentioned to the Even Start teachers when she first started coming that she was coming just for her grand-daughter's benefit. This year, though, she has gained confidence and has begun talking about her achievements in taking sections of the GED test. This year, she spent a lot of time studying reading and mathematics. As she studied fractions and decimals, she has been excited in her volunteer time because she has helped fourth graders master those same concepts. Next year, because funding has been approved, and we can continue the program, she should complete her GED, while her daughter will have graduated to kindergarten, but she will be able to come to the program all day because her kindergartner will then come to the second part of the afternoon program with us.

Another exciting example of collaboration has happened at our site at Wheatley because Yulanda and students like her have come back to help in the program. Yulanda was one of my first students, and she is now a coworker with me in the infant and toddler classroom.

Three of the six staff members at our site are former graduates of this program, and during the year, all three of these staff members have talked about the excitement they have had in fulfilling their goal of giving back to the community and the program. They are able to encourage the parents in setting realistic educational goals for completing the GED, to set goals for their families, and to set goals for themselves about careers.

Many other outside agencies collaborate with us in the school system through our parent groups. During our parent groups, Even Start parents discuss issues that affect them as adults and as parents. The health department, for example, had wanted to target disadvantaged families for workshops on breast cancer, toxic substances, and other critical issues. Their efforts had little success until we started featuring their workshops in our parent groups. Similar collaborations have been worked out with other agencies, including the Cabinet for Human Resources, the Housing Authority, the Center for Women and Families, the Learning Disabilities Association, Exploited Children's Help organization, and others. Many local private foundations and businesses provide volunteer mentors and sometimes funds for special projects.

We are grateful for the Even Start funding that is combined with funds from our school system and other grants that help us to continue to operate and expand our programs. It is our goal that every family who needs our services can receive the support that Even Start provides.

[The prepared statement of Ms. Redmond may be found in the appendix.]

Senator SIMON. We thank you all very much.

Ms. Ritchie, you mentioned that you were scared when you first walked in to get help.

Ms. RITCHIE. Yes.

Senator SIMON. There are a great many people like you, teenage mothers, where everything seems to be going wrong in their lives, and they just kind of give up. And it would have been easy for you to give up, and probably on many days, you were ready to give up. What would you say to that mother in Chicago or Louisville or New York City, or anywhere else, who has not done what you have done?

Ms. RITCHIE. Well, there will be some tough times. The only thing you need to do is get a mentor. If you have a close friend, she can talk to a friend, or he can talk to a friend and say, "I want to go back to school. Will you hold my hand while I go?" And the friend can say yes, and then while they are going through the process of going back to school, they have a friend there with them, holding their hand along the way.

Senator SIMON. What caused you to want to go back to school?

Ms. RITCHIE. Seeing that my daughter was going to school, and how was I going to help my kids with their education if I had no education. So I woke up one morning and I figured "The Young and the Restless" can only get so good, and that hey, I had to go back to school. So that was when I met with my social worker, and she tried to get me vocational training, and I said, "No. I need education."

Senator SIMON. Fine.

DeAnthony, does your mother read to you?

Mr. RITCHIE. Yes.

Senator SIMON. And I will note for the record, there was a great, big smile on his face when I asked him whether his mother read to him.

That really makes a difference for you, doesn't it?

Mr. RITCHIE. Yes.

Senator SIMON. And one of these days, you will be reading to your mother, I'll bet, won't you?

Mr. RITCHIE. Yes.

Senator SIMON. All right. I think that is great. But you know there are some boys and girls whose mothers and fathers cannot read to them. That makes it pretty tough for them, doesn't it?

Mr. RITCHIE. Yes.

Senator SIMON. OK. I cannot get more than a "yes" out of you so far, but we appreciate your being here.

Ms. Freeman, you mentioned working in early childhood education. What is the difference for a child—somebody like DeAnthony—whose mother or parents have been able to help and where they go home to a situation where the parent is not able to help?

Ms. FREEMAN. That child does not have as much of an opportunity to learn because the majority of the time that a child is learning is not in the schools and in the school setting. And early childhood programs' maximum are 6 hours a day; the children are learning the rest of the day in some way, and the things that they are learning are precarious or vicarious—they are sort of "around them" as opposed to having some sort of structure.

I also know that children who do not have supportive parents—I can remember the day in the teachers' lounge when teachers would say nobody cares about that child, so that child has no opportunity, so why should I try.

As teachers, especially in early childhood, you do not give up on any child, but it makes it harder for us to provide an education for children when parents cannot support it.

Since I have come to family literacy, though, I know that the issues are not issues that are just education; they are issues of family support. Parents are out there dealing with survival issues on a day-to-day basis, and it is hard to educate your children when you have to provide a roof, and you are not sure you are going to be able to do that, or the only thing you have for breakfast is cereal without any milk, and you do not know how you are going to get those things. So it is hard to ask a parent to do that.

The one thing about family literacy is it brings all of that together. As Heather shared with you, those collaboratives make an early childhood teacher's job easier because that parent is truly a partner with me when we are working in that classroom.

Senator SIMON. I saw you nodding, Ms. Redmond.

Ms. REDMOND. Yes. We have been so fortunate to have a lot of collaboration with different agencies and the school system. For example, our parents are able to come to school and receive breakfast and lunch. For some families, those may be the only meals they are going to have that day. And we are talking about children coming to our program who are 18 months old, so that is important for those families.

Our county has provided buses for the parents to get there, because sometimes they do not receive their checks on time, and they do not have a way to get to school. It is too far to walk, or they do not even have transportation fare for the bus.

Our social worker has been supportive and has provided a lot of services to our families. She has helped them at Christmas time; she has tried to help some of the young mothers get an apartment on their own because they are trying to get out from underneath some family structures that at the time were not supportive, although later on, these family structures do become important again when they see what has happened in their families, to their children.

We have had a lot of parents come to us who are victims of spouse abuse, and we have had people come and address those issues, and as the parents have heard about those issues, perhaps they have been able to get some understanding of situations they have been in and to receive help.

So we are excited for the collaboration we have received, and the National Center for Family Literacy has been an instrumental part of the training process for us as teachers, because what we received in college was just not enough. We did not really understand the structure of the family, and as Bonnie said, often as teachers we gave up on those parents because we did not think they cared, when really, they just felt intimidated by the school system. When the parents come in, they are a little bit nervous and afraid, but after they have been in the program for a while, they become friends with the teachers not only in our program, but the teachers they work with in their volunteer experiences, and they become friendly with teachers so that when their child enters kindergarten and continues on through school, they have met those teachers, they know their faces, and they are comfortable when they go to the conferences.

One of our staff members finished our program last year, is now working in the program. All of her children are attending school. Some of her children are in a learning disabilities class, and she has been excited to have a conference with the principal and the teacher about her daughter coming out of that classroom in the next year or two. That does not happen very often, but our program has helped that to happen.

Senator SIMON. Ms. Freeman, when you were teaching before you got involved in the program, could you almost always tell when a child had help at home and when a child did not have help?

Ms. FREEMAN. Oh, definitely. The parent who is interested, the parent who gets out, who calls you on the telephone, the one who introduces himself or herself, you know that that child is going to be okay because the parent is taking the time with him. They are the ones who walk into the room who are confident, who can stand up and say, "Good morning. My name is DeAnthony." And they are the ones who can come in and find their place, and get a book, and pick things up and actually play with things in that classroom.

The child who does not have that support often comes in very quiet and very intimidated, and it takes a longer time to ease into the routines of the classroom.

Senator SIMON. We thank you all very, very much.

DeAnthony, we wish you the best in your future, too.

[The appendix follows.]

APPENDIX

PREPARED STATEMENT OF SENATOR SARBANES

Mr. Chairman, I am very pleased to he here today to offer my strong support for the Elementary and Secondary School Library Media Services Act. You are to be commended for scheduling this hearing and for your continued focus on this very important legislation.

I was glad to join with you in first introducing this proposal in the closing days of the 102nd Congress. At that time, our purpose was to draw attention to the critical need to ensure that school libraries are able to bring their collections up-to-date as the Congress prepared for the reauthorization of the Elementary and Secondary Education Act in the 103rd Congress.

I again joined you in reintroducing the Elementary and Secondary School Library Media Services Act on January 28, 1993, and am here today to urge the Subcommittee to include this important legislation in the Elementary and Secondary Education Act reauthorization currently under consideration.

This Subcommittee has been responsible for the development of many important national education initiatives, including the recently enacted Goals 2000: Educate America Act, a comprehensive national effort to assist our schools in achieving their mission of producing informed citizens and a skilled, competitive workforce for the future.

I was an original cosponsor of this important measure to stimulate fundamental reform of our nation's schools by establishing high academic standards and providing support to States and communities to help students reach these standards. However, if students are to meet the newly-enacted goals, we must take the next step and ensure that they have access to the resources necessary to do so.

In so doing, we must pay close attention to the information center of the classroom—the library, or school library media center, as it is often called today. As technology has increased, the impact on school libraries has been impressive. While my memories are of favorite books, young people of today may have in addition to books, videotapes, recordings, computer software, CDROMs, government documents, magazines, newspapers, films, and so on. The purpose of the Elementary and Secondary School Library Media Services Act is to ensure that this variety of information is available in an equitable manner in school libraries across the nation.

As you know, Federal legislation to assist in the development of school library media programs is tied most directly to the Elementary and Secondary Education Act signed into law in April, 1965. This landmark legislation had a broad scope and authorized for the first time under Title II direct Federal aid for the "acquisition of school library resources, textbooks, and other printed and published instructional materials for the use of children and teachers in public and private elementary and secondary schools."

Between 1966 and 1976, Title II provided over $895 million to public and private schools nationwide and stimulated the establishment of over 3,000 new public elementary school libraries serving 1,400,000 children and over 250 new secondary public school libraries enrolling 145,000 students. Because of this program many school libraries were able to build up core collections, many of which are still in use today.

Unfortunately, the Omnibus Reconciliation Act of 1981, which consolidated approximately thirty-three previous programs under the Elementary and Secondary Education Act into a single authorization, ended categorical funding for school libraries. As a result, many school libraries lost significant sources of funding and have been unable to make vitally needed changes in their collections since the merger of programs into block grants.

In my own State of Maryland, school library media programs have suffered significant budget and staffing reductions in recent years and often do not have the resources necessary to adequately serve the information needs and instructional requirements of the students. In fact, data from the Maryland State Department of Education show that Maryland students are served currently by library media center collections that are 40 percent below minimum State guidelines for book and nonbook items per student.

Baltimore City public schools have library media center collections that are 47 percent below State guidelines. Library media center collections are 36 percent below State guidelines on the Eastern Shore and 38 percent below in Western Maryland.

Based on observations during onsite reviews of Maryland's 24 local school systems since 1988, teams organized by the State Department of Education observed that library media specialists are reluctant to remove 10 year old encyclopedias because funds to purchase more current volumes are not available. Book and nonbook materials in the areas of science, health, and geography were found to be equally outdated.

I was contacted last year by a resident of Anne Arundel County, a woman who had been a library media specialist for twelve years, who told me that the Anne Arundel County public School's library media budget had been cut by 35 percent in the previous year and was likely to be reduced further in future years if adequate support was not provided.

Because of these cuts, she was unable to purchase current print materials such as almanacs, atlases, encyclopedias, and nonfiction materials for her school's library. She was forced to completely eliminate all professional periodicals, and was unable to replace outdated resource materials, computers and other equipment.

Clearly, this is not a phenomenon peculiar to my State. A few preliminary national surveys have established that in some States the ages of book collections date back as far as 1965, with one junior senior high school reporting that 55 percent of its school library collection was printed before the school's senior class was born.

The need to ensure that school libraries are able to bring their collections up to date has been highlighted dramatically by our rapidly changing world. A good example of this is the implosion of the former Soviet Union which rendered obsolete a vast array of world atlases, encyclopedias, maps, and history books. If we are to effectively educate our nation's children, we must take immediate steps to ensure that school libraries are able to provide students with accurate and timely resource-materials.

Along with up-to-date library collections, we must ensure a staffing level adequate to provide assistance and guidance to students in its use. In Maryland, the average number of students served by each library media specialist is 725—and in many elementary schools this service is only provided parttime.

Such staffing shortages are felt throughout the State. On the Eastern Shore in Somerset, Talbot, and Wicomico counties, and in Garrett County in Western Maryland, school libraries are staffed by instructional assistants, not fully certified library media specialists. Baltimore City and Prince George's County, respectively, need 84 and 73 certified library media specialists to meet minimum professional staffing guidelines.

The legislation you are considering today, the Elementary and Secondary School Library Media Services Act, would address these and other problems faced by school library media centers nationwide by reestablishing categorical aid to school libraries and creating within the United States Department of Education a division of Elementary and Secondary School Library Media Services to provide information and leadership to school library media programs and personnel nationwide.

While this proposal does not carry with it the attention-grabbing immediacy of other types of legislation put forward in the Congress, its importance to the future of our nation should not be underestimated. Our young people are our nation's greatest resource and our schools offer the best opportunity to turn young people into informed citizens capable of working and contributing to a democracy. Without up-to-date school library media centers, our schools cannot realistically be expected to accomplish this essential goal.

Mr. Chairman, all our nation's children deserve a bright future and an opportunity to reach their potential. I strongly urge the Subcommittee to include the Elementary and Secondary School Library Media Services Act in the Elementary and Secondary Education Act reauthorization so that we may better do our part in bringing this to pass.

PREPARED STATEMENT OF CONGRESSMAN REED

Mr Chairman, I want to thank Senator Simon for chairing this hearing, and I also want to thank my Senior Senator, Senator Pell, who has been so effective in his leadership of this subcommittee.

I am very pleased to be here today in support of the Elementary and Secondary School Library Media Act (S.266/H.R.1151) that was introduced in the Senate by Senator Simon and Senator Sarbanes. As you know, I introduced the companion bill in the House which we were able to pass as part of the reauthorization of the Elementary and Secondary Education Act.

Mr. Chairman, the panel will hear from a number of excellent witness but I wanted to particularly recognize a fellow Rhode Islander, David Macaulay, who will testify later today. I know that you are familiar with his work and we are very proud of him in our state.

We in this country have had, fortunately, a long-term regard for education, for libraries, and for books, going back to Thomas Jefferson, who said, "I cannot live without books."

The sad truth is that today, too many children in our schools are living without up-to-date books and too many schools are unable to purchase the new means of communication, computer programs, and advanced media materials.

All of us in Congress are aware of the rapid change in our world. We depend on a vast multitude of information sources to keep us current so that we can make informed decisions. Imagine school libraries across the country after the demise of the Soviet Union. All of the globes, atlases, encyclopedias, and history books are out of date.

Replacing one hardback volume at the average price quoted by Publisher's Weekly costs $31.86, while the median per pupil expenditure for books in 1989/90 was $5.48. The average elementary school library can purchase a little over one-half book per child.

To make matters worse, according to the American Association of School Librarians, the average copyright date of a book in school libraries nation-wide is 1965. Not only does this predate the break-up of the Soviet Union, this is before we landed a manned spacecraft on the moon.

Elementary and secondary school libraries throughout the country are dependent on collections purchased in the mid-1960s under the original Elementary and Secondary Education Act's dedicated funding. The ESEA no longer includes targeted funds for library materials and as a result, school library collections are deteriorating from use and just plain out of date.

For example, students at a school in Peoria, Arizona, had to rely on a United States Constitution published in 1924, with a forward by then-President Calvin Coolidge. (One can only hope they did not have to look up amendments twenty through twenty-six).

Other schools are stocked with titles like "Our friends the Germs" and "Some day man will land on the Moon" and reference works that are a generation out of date.

I received a letter from a librarian in Melbourne, Florida who noted that 74% of her non-fiction collection was over 25 years old. A new set of encyclopedias represented over half her book budget so the school rarely purchased a new set.

In Austin, Texas, shrinking book budgets for public school libraries have resulted in many outdated books staying on the shelves far too long. Titles recently removed include "Asbestos: A magic mineral." (copyright 1941) It would cost $3.5 million to bring-the district's library collections up to date.

How can we achieve our National Education Goal of being number one in the world in science if our children are using materials that don't include the last twenty-five years of scientific discoveries?

How can schools replenish their shelves and enter the information age if we do not give them some extra help? School library media expenditures have fallen about 16% since 1978/79 when we abandoned this particular provision in the ESEA. At the same time the costs of library materials has increased about 140%. Numerous studies have shown that libraries do make an enormous difference when it comes to education.

I was proud to introduce the School Library Media Act along with Senator Simon, a longtime champion of libraries, and Senator Sarbanes. This bill had strong bipartisan support in the House, and was incorporated into H.R. 6. I hope that we will be able to enact this program into law to help our school libraries, and to help our students develop the love of learning and love of books that Jefferson had.

I look forward to working with you as the Senate considers this important legislation.

Thank you.

PREPARED STATEMENT OF ANDREW HARTMAN

Mr. Chairman an Members of the Subcommittee, it is a pleasure and honor to have been included in this hearing on libraries and literacy. These are issues of vital importance to our country, and they have been the focus of my work while on the staff of the House Committee on Education and Labor and since becoming the Director of the National Institute for literacy.

THE NATIONAL INSTITUTE FOR LITERACY

If I could take a minute to describe the Institute, it might help create a context for the rest of my testimony. The National Institute for literacy was created in 1991 as part of the National literacy Act. Senator Simon was the chief Senate sponsor of that legislation and has been the Congressional leader in its implementation. The

Institute is a small Independent Agency that is governed by a "interagency group" made up of Secretaries Riley, Reich, and Shalala. In addition, the institute has a Advisory Board that is nominated by the President and confirmed by the Senate. I am responsible for the Institute's day-to-day operations.

The mission of the Institute is to provide leadership in the national effort to develop a high quality ("world class"), high capacity system of education for adults and families who have basic educational needs. I would argue that the development of such a system is crucial to our success in getting every child ready to learn when they enter school as well as keeping them in school and learning, "turning our employment system into a reemployment system," and helping parents get off welfare and become self sufficient. Family literacy services, the focus of the hearing this morning, can contribute to meeting each of these goals.

FAMILY LITERACY

Family literacy programs begin from a very simple but very powerful concept. That is, much of early childhood development happens in the home and as a result of parental involvement. Parents are literally their children's first and most important teachers. In those instances where parents themselves lack the basic skills that are critical to performing this role, high quality family learning does not occur.

Not only are some parents less likely to be able to support their children's informal and formal education, but they are also less likely to be self-sufficient or active in their communities. The end result is that children's development suffers. Family literacy and Even Start begin with these assumptions and build programs aimed at providing the educational skills, parenting skills and support services necessary to assist both parents and children to learn and succeed.

THE EVEN START PROGRAM

Before moving to the National Institute, I worked for Congressman Goodling on the House Education And Labor Committee for ten years. In 1985, he directed me to begin developing legislation that would combine the education of parents with low literacy skills and the education of their young children into a unified program. This legislation, the Even Start Act, became law three years later as part of the Hawkins-Stafford amendments to the Elementary and Secondary Education Act in 1988.

Since then, Even Start has been successful by almost any measure.

Funding

Even Start began as a small national demonstration program funded at $19 million which supported 123 programs. In 1993, the program received over $89 million to support 438 programs throughout the nation.

Targeting

Even Start is intended to serve families that have real needs for improved literacy skills in order to function as parents, students, workers and citizens.

- 77 percent of parents did not have a high school diploma.
- 69 percent of families had total income less than $10,000.
- 52 percent of the families use government assistance as their main source of income.
- 22 percent of the parents speak Spanish as their primary language.

Results

The Even Start legislation set aside funds for a independent evaluation of its effectiveness. This research has followed the first cohort of grantees for three years and final results are just now becoming available.

Programs improved their performance over the four year grit period.

25% of families served in the first grant cycle stayed in the program two years.

72% of families in the second round of grants stayed in the program two years.

Even Start children gained significantly more than control group children on a measure of school readiness, gains that matched those found in other high quality, experimental early childhood education programs.

Even Start parents are more likely to receive a GED than those who are not in the program (14% of Even Start parents received their GED). Overall, improvement in parents' literacy skills was somewhat disappointing, a possible result of the low intensity and short duration of their attendance in these services.

Parental expectations, a important predictor of students' future achievement, increased in the Even Start group.

As you can see, Even Start has had a successful beginning. This is not to say that there is no room for improvement. In fact, many of the problems or weaknesses in the program can be traced to similar problems in the larger literacy system. Services are of a short duration (median of 39 hours of adult education), retention problems continue despite improvements, and programs need more technical assistance and information about successful practices.

The National Institute for Literacy will be making family literacy a major focus of its work over the next two years. One of those tasks will be to document especially successful models of family literacy and to disseminate these service models nationally.

BROADER IMPACT OF EVEN START AND FAMILY LITERACY

Even Start, and some of the other national family literacy efforts such as the National Center for Family Literacy, have not just had a impact on the families served by the individual programs. Perhaps a more significant impact has been their influence on other state, national, and international policies and programs.

For example, Hawaii has launched a state-wide family literacy effort targeted at serving all families in the state through a $5 million Family literacy Fund. They have launched a state-wide public relations effort to make parents more aware of their role in children's learning and made family literacy programs, built on their Even Start grant, available state-wide.

At the national policy level, family literacy is becoming a major component of the Chapter 1 program and the Head Start program. Both of these programs have traditionally had a parent involvement component; however, for the most part they did not seek to raise the literacy level of those parents who cannot support their children's education without these essential skills. We know from the National Adult Literacy Survey about the low literacy levels of parents such as those involved in Head Start. In addition, one of the most solid educational research findings is the relationship between a parent's educational level and the child's school achievement. The inclusion of family literacy as a component of Head Start in S. 1852 and in the House's version of the Chapter 1 reauthorization in their ESEA bill augers well for the kind of improvements Congress is looking for in these multi-billion dollar programs.

Internationally Even Start and family literacy have attracted a great deal of attention and served as models for other nations' efforts. For example, England recently launched a national family literacy program. This new effort has been informed by experience here in the United States and received 2 million pounds from the British Parliament. In addition, UNESCO is planning to host a international symposium on family literacy in France. The Institute may be involved in this international effort.

CONCLUSION

The Even Start program is not perfect but it is very good. Built into its design is a system of evaluation that allows us to continuously learn from and improve on the current state of knowledge. This same knowledge can be utilized to build a better Head Start program and Chapter 1 program, not to mention "welfare reform" or JOBS programs for single parents.

Senator Simon, your support for this program has been essential for its growth and continued improvement. I hope that in the coming reauthorization process this Committee will strengthen the programs and build a base for continued expansion.

Thank you.

PREPARED STATEMENT OF JEANIE MCNAMARA

Good Morning. I'm Jeanie McNamara. I'm a doctoral student at the University of Michigan and on the faculty of the College of Library and Information Science at the University of South Carolina. I have been asked to testify today because of my research into the technology and funding of school libraries in both Michigan and South Carolina and because the South Carolina Study is included as an appendix to the NCLIS/ALA Survey of Public School Media Centers in Twelve States which I would ask be included in the Record. The South Carolina Study is also a partial replication of the Lance Colorado Study which I also ask be included in the Record.

The Colorado Study is important because it shows that the size of a library media center's staff and collection is the best school predictor of academic achievement. Among school and community predictors, of academic achievement, the size of the

LMC staff and collection is second only to the absence of at-risk conditions, particularly poverty and low educational attainment among adults.

Stephen Krashen (The Power of Reading) reports several research studies that indicate that larger libraries are associated with better reading and that larger school libraries mean higher reading scores.

We are very much aware of the Information Superhighway that is much in the news these days. It is indeed an exciting time to be in education today. It's like being in Dearborn, Michigan in the early part of this century. Much of the country was still dirt roads, but there was this vision that the horseless carriage could take us anywhere we wanted to go. But it must be remembered that First the Information Highway is not free, nor will it be in the near future; Second, that to travel the Information Highway, you must be able to read, to understand the signs and symbols, and to use higher level thinking skills to figure out where to go, who to talk to, and what to ask when you get there; and Third, you have to have a computer with a modem to get there.

The twelve state study shows that only 11% of the elementary schools and 21% of the high schools have connection to the internet (in South Carolina that's 3% and 8%). More importantly, 25% of the elementary schools don't even have a phone line. For these schools the Information Highway is non existent.

Back in 1988 I was a Media Specialist in a new school in a wealthy suburban Detroit district. My 4th graders were involved in the National Geographic Kids Network, a national telecommunications science classroom; my 5th graders were involved in creating multimedia presentations; and my 2nd graders were writing stories to go along with the 25 wordless picture books that I had in my almost new collection. We had the horseless carriage and were embarking on guite a trip.

The next year the state government took 10 million dollars from my district alone in an effort to spread the state dollar more equitably across the state. Over in Muskegon County, in a more rural area, my friend was the only certified media specialist in a district of four schools. She did not have the money to replace the out-dated, worn books in her elementary schools even with the $1.38 additional money per child she received from this Robin Hood bill.

Why is this illustration important? The Information at Risk Report: Michigan Libraries in the 1990's which I also ask be included in the Record indicated that not only was the national median expenditure per pupil for books $4.34 greater than Michigan's median book expenditure," but also the "differences between schools and between geographical locations are great" as well. It goes on to say "The fact that some schools in this state have no money for books, let alone for new technology (and software) is distressing." Unfortunately, $1.38 per child does not buy enough new materials to matter much. It's like grading the two lane dirt track so that the ruts don't show.

Michigan is not alone in this disparity within its borders.

The current national recommendation "is that 3 new books be added each year fob each school at each level." (1993 Bowker Annual) According to the NCLIS/ALA Survey, the average number of books acquired per pupil in Kentucky, Arizona, Illinois, and Michigan last year was less than 1 book; In Rhode Island, Arkansas, Massachusetts, and California it was about ¾'s of 1 book; and in Pennsylvania it was about ½ of 1 book. In Indiana according to a recent study by Daniel Callison, collections in public high schools had a negative growth (they discarded more books than they were able to buy).

Let me tell you of a conversation I had with a media specialist in Hampton County this week. That's a poor county in South Carolina's beautiful Low Country. His budget last year and every year that he has been a media specialist in this elementary school is 0. He surveyed his science and technology collection last year and found the average age was 54.5 years old. That means that ½ of his collection was purchased before I was born, and I am a member of AARP!

I was also talking to a media specialist in Augusta, Georgia who has just finished weeding her collection. She sent me these reference books that are still on her shelf. I brought them with me because they are familiar. I had The International Library of Negro Life and History in both my elementary and my high school in Michigan. In this reference book Martin Luther King is still alive and hasn't yet given his "I have a Dream" speech, Jessie Jackson is too young to be included. Rosa Parks is not included and Willie Mays is still playing ball.

I was also speaking with a media specialist in Texas this week. In her school Spanish is the education language in the first and second grades, yet she doesn't have Spanish language books in her media center.

A media specialist in a San Diego high school has a similar problem. The demographics of her school have changed drastically. Ten years ago her collection met the needs of the curriculum and the reading interests of her students but no longer does.

Why is this important?

When Black children in a school with collections this old want to read fiction, they are reading about White children in the thirties and forties and fifties, before the Civil Rights Movement and when they want to read biographies, none of their heroes are included; When Native American or Asian American or Arab American or Mexican American children want to learn about their cultures, the collection won't meet their needs, because Multi-cultural materials weren't readily available until recently; When budding scientists want to read about new inventions and discoveries, there is no mention about space travel, transistors, personal computers, microwave ovens, or cable TV; South Carolina is proud of its military tradition, yet students wanting to read about military aircraft won't read about nuclear submarines or patriot missiles; they won't, read about Viet Nam or Korea; the most recent war will be World War II.

The NCLIS/ALA Study is a thumbnail sketch of twelve states and isn't generalizable to the whole country, but it is indicative that these problems are real and pervasive. The Miller/Moran/Shontz longitudinal study of funding in school libraries (1983-1992) shows that local expenditures for AV materials, periodicals, and microcomputer software is still at minimal levels and have not grown proportionately with the market. Many states now are including laserdisc materials on their recommended instructional materials lists, yet not even half of the schools have laserdisc players.

Is this new legislation? NO. The Elementary and Secondary Education Act of 1965 initially had funds earmarked expressly for library media collections and resources. When the ESEA was later amended to allow schools discretionary use of these funds, these dollars were used elsewhere. All across the country the average age of collections is nearly 30 years old. These median collection ages date to when ESEA was originally passed. These 1991-1992 statistics from the South Dakota State Library are perhaps indicative: 17 districts used less than 1% of their total expenditures for library media expenditures. 7 districts used 3% or more. In that state, "although most librarians only work in the library on a part time basis, their hours of availability increased to 23.6 hours per week in 1992".

Why is this important?

At least 50% of secondary schools get dollars for materials only from local funds. At least 50% of elementary schools get dollars for materials only from local funds or gifts and grants. In South Carolina 68% of the respondents indicated that school library expenditures include federal money such as Chapter II funds which won't be available to them after last year. Even though we have a Defined Minimum Program that mandates a certain level of funding for instructional materials in each school, if the local dollars are not there to begin with, they aren't going to be spent in the media center at the expense of basic texts in the classroom. The students in poor areas are not getting the same opportunities as the students in more affluent areas.

If rural students do not have access to public libraries and if their school libraries are not adequately staffed or are not open, or if the materials are too old and outdated, how can they possibly compete in the 21st century? Or, if we continually ignore school media collections, will our children continue to slip academically when compared to international achievement? The Youth Indicators 1993: Trends in the Well-Being of American Youth (NCES, p87) shows "among U.S. students, the amount of leisure reading and students' attitudes towards science were positively related to their science scores. In a 1991 International Assessment of Educational Progress (IAEP) in Math and Science, 13 year old U.S. Students performed at or near the IAEP average in Science and below average in mathematics. U.S. students were not among the highest performing in either subject.

In 1957 we were shocked and we responded when Sputnik was launched. We added resources to our schools and the research clearly indicates they were successful. In 1983 we were shocked by the economic equivalent of Sputnik and we wrote A Nation At Risk. However our response was to not add resources, but to demand that teachers and students achieve more with the same old collections we put in place in the 60's. If we do not respond to the mandates of international economic challenge, using a well defined research supported base, the decline will continue.

We are not going to be shocked into action by another Sputnik, nor are we going to arrest our continuing decline in the international educational outcomes marketplace by doing business as usual.

In 1965 there was public outrage when a parent magazine reported we were spending more on dog food than we were on our children. These recent figures appeared in the Columbia South Carolina newspaper, The State: The average reading level of South Carolina inmates is 6th grade or functionally illiterate; the average education level is 10th grade dropout. We spend $33.68 per day per inmate, yet we spend only $9.94 per child per year on library materials. This is not a unique figure to South Carolina, check your state's averages, and you will find a similar discrepancy.

Education has changed since we were in school. The intellectual needs of our children and grandchildren are not the same as they were 30 years ago. There were no VCR's, no modems, no pc's, no e-mail. There was no Information Highway, there was barely an Interstate System. 30 years ago when these collections were new, we were fighting a different kind of segregation, one of color. Today we are fighting the growing segregation of the information haves and the information havenots. This is not a racial problem, it is not an urban problem, it should not be a political problem—First graders are not Republicans or Democrats, and it doesn't matter where they live, they are our nation's future and they deserve to be educated to be able to survive in the 21st century.

PREPARED STATEMENT OF CAROLYN MARKUSON

It is a distinct honor to be asked to testify on behalf of S. 266 today and to represent not only my state but also my colleagues, the many thousands of school library media professionals represented by the American Association of School Librarians.

Twenty five years ago I moved from the liquid rocket fuel research laboratories of Allied Signal into the school library, in an effort to contribute to quality educational opportunities for children -- my own as well as their friends and neighbors. That quest has been highly fulfilling, but not without some struggle as the ensuing years have seen revolutions in teaching methodologies, curriculum innovations, school restructuring, and the end products of the information and technology explosion accompanied by an erosion in fiscal support. All of this occurred while our nation appeared to be distracted by the immediate and only peripherally interested in focusing on long term investments -- economically, politically, and socially --- namely, on the education of the children of our country and our nation's future leaders. Today's legislative action coupled with other educational proposals under way hopefully will redirect that thinking, focus, and effort.

In addition, I have spent almost twenty-five wonderful years in the trenches, making less stretch into more; working with classroom colleagues to help them develop the excellent instructional program they endeavor to provide; and being buffeted as support both in fiscal and psychological terms eroded. A major block in the fundamental structure of our educational system is now at risk, the school libraries of the nation. It is for these reasons, the time has come for Federal initiatives that heighten everyone's awareness and sensibilities -- to affect all our children, not just those who can afford it, or those who are most in need, but everyone. No other area of the school serves the entire school population in the same way that the school library does. It enables the educational program within the school. The school library has been waxed eloquently as the "heart of the school." While true, it is more appropriately the backbone - the spine that supports the intellectual activities, interests, and inquiries of active minds.

I have watched the once vigorous collections of resources diminish to the point now, where a high school in Massachusetts in an affluent Cape town reported just this week the state of their resources:

No encyclopedia is complete;
The average encyclopedia copyright is 1979;
Average Non-fiction collection copyright is 1965;

BEST COPY AVAILABLE

Average atlas is 1976
One electronic station has a 1991 encyclopedia.

At another high school, in a system that has a long time reputation for quality libraries, both public and school - the cost of maintaining basic curricular reference services has consumed the $20,000 yearly budget. Except for reference, no books are purchased. Periodical subscriptions are below the minimum guidelines. This school has gradually built a strong investment in technological resources in the library program and has led the schools in the use of telecommunications and satellites - yet at the expense of having a student request information on daily life in Israel - and the only book available was 1976! It is also at a crossroads, since many of the upgrades for electronic programs in place won't run on the old equipment!

Yet, the April 1994 NCLIS Survey reports an average budget for resources in a Massachusetts secondary school is $8700 -- less than 45% of what is needed to meet student needs. One can easily understand how quickly the currency of the collections has deteriorated.

In a recent doctoral study of public schools in Massachusetts and their compliance to the 1988 State Standards shows that 93% of the collections are minimal at best. I say at best, because raw numbers do not report the age of the materials, only their presence. The remaining 7% reported average; not one library was reported above average.

School libraries in a system that has embarked on a totally new building program offers an opportunity to reinvent a town with 7 new schools coming on line at once. Yet, there are no resources to bring to the new buildings, with the exception of the High School, where the average budget expenditure has been under $1000 per year for the past several years. This system has no books to loan to any student - they simply don't exist.

In Rhode Island a perusal of the shelves of several elementary schools in the 500's (science) and 900's (history and geography) found Let's Visit Ceylon !; 1960 Atlases in which the African continent has not changed; biographical and scientific tomes that mention neither women, African Americans, nor other ethnic minorities' contributions, inventions, and discoveries. Science and health materials that speak of going to the moon someday - perhaps polio will be conquered in our century - and a 1970's book that claims the world epidemics (pandemics) have all been conquered, and a disease free world is at hand!

Another Massachusetts high school owned four books on the Middle East. None more recent than 1966. Among them was The Palestinian Question, copyright 1947.

In both Rhode Island and Massachusetts, I visited elementary schools that do not allow books to circulate out of the building. Nothing goes home!

A whole-language program in a suburban school is built around what parents happen to have in their homes. In this 95% white, middle and upper middle class school, the teacher was not able to recall a single book that addressed a multicultural theme having come in during the year.

Surveys, such as the Illinois study show science books dated in the 1970's and 1980's constitute the bulk of the collection. If we are to meet our national goals in this or any other area, resources must be brought up to date to support the mastery demanded in the academic core areas.

Recent NCLIS findings for Massachusetts also found that 83% of elementary health and medicine books were published between 1970-1979 ; 92% of books on space topics between 1970 and 1984. High schools fared somewhat better with 47% of Health and Medicine between 1985-1989 and another 47% prior to that between 1970-1984; 59% of space prior to 1979 and 71% prior to 1984. One of these, a 1962 book has a caption that reads: "This cheerful dog goes to bed daily in an electrocardiograph. He relaxes in comfort while the heartbeat and blood pressures at various spots on his body are recorded. From time to time he is given doses of an experimental drug to observe action in the vessels of his heart." Several other "cheerful" pictures of animal experimentation are similarly captioned.

Old and out-of-date resources ignore the women and minority contributions to our country. Renewing resources strongly supports S.1513, Section 5301, by providing the fiscal support needed to renew our collections to include resources that celebrate positive role models, and provide an inspiration to our girls to develop their talents and interests, wherever they may take them. As a science major (chemistry) of the 1950's I clearly remember how lonely the route was!

Teacher's learned long ago that it was best not to use these obsolete resources - and curtailed activities from their programs that provided the very life-blood for student inquiry and use of information. Recent instructional methodologies that focus on the imperative need for information, along with modifications to the instructional process have awakened a long-dormant desire on the part of teachers to include inquiry and exploration in their teaching and to move away from textbook-bound teaching and learning. These teachers turn to their school libraries - with immediate needs only to find they must pare down or eliminate their lesson plans. As new curriculum is designed, school libraries struggle to provide the barest necessities of print and technological resources needed to support the idea, instructional and learner strategies, and information needs of the students.

While technology has provided an excellent way of accessing some of this information, much that remains in print form is essential. Invaluable as it is, there is little on the Internet that will foster reading as well as curling up with a good picture book, adventure story, or The Way Things Work! Recent CD-ROM programs provide extensions to print that make reading and listening very exciting activities for children. Yet, how many of these are readily accessible at school or even at home? Many children are unable to get to a public library because they need a parent to take them there. School libraries constitute a first choice source and need to be richly stocked. In a suburban community in Massachusetts the children's public librarian and school librarian have exchanged positions for the 1993-1994 school year. The public librarian reported at a recent gathering that she was astonished at how small a subset of her students she had ever seen at the public library! And, this in a community with strong users and supporters of both types of libraries!

Many children do not have computers at home with educational or even "edutainment" programs. And, I am saddened to tell you that many school libraries, particularly in urban settings do not allow the books and resources to leave the building. They fear losing what little they have! This means that the very children and youths we hope to wean from afternoons and evenings of mindless television viewing do not have reading as an alternative - there are no books to take to their homes! How can we expect our children to practice their reading skills, share their excitement over reading a good book with their parents, experience the joy of losing themselves in "the story," "travel" to distant worlds, or pursue an interest or burning question.

At the same time school libraries are reluctant to throw out the obsolete, biased resources that perpetuate stereotypes and images for fear that the shelves would be bare! Another is in the mistaken idea that having "something" is better than "nothing".

If we truly mean the statements in Section 2101, regarding mastery in challenging subject matter in core academic subjects, the resources must be in place for that analysis and synthesis to take place. If teachers are to provide challenging learning experiences in the core subjects, then it is imperative that the schools have the resources available for that endeavor. Whether these resources are via telecommunications, satellites, CD-ROM, or print is not important. What is important is that they be readily accessible in forms that all students can use. For our student bodies are diverse, ethnically and physically, and the resources must be rich enough to meet their individual learning needs.

In early July of last year, Valerie Wilford provided testimony to this committee. I urge you to reread her paper, and heed her strong argument for "an essential component of S. 266 [that] has been ignored -- the need for strong school library media collections and programs, and federal leadership of this effort.

As I visit schools, both public and private, there is an increased awareness of the need for strong libraries even in the smallest schools. Last year a school for emotionally disturbed youngsters began a multi-year plan to develop a small library on-site for its sixty students. They recognize that their students cannot become productive citizens of the world tomorrow until they know how to use and access information today. It will be several years before they will reap the benefits, but they are committed to carrying it through. Meanwhile, several graduations will occur for students who have not had these resources available.

Cooperative learning, writing process, literature-based teaching and learning all demand the support of an extensive resource base. Without that base, these efforts may well fail. Some resources, will by design, be more appropriate in the teaching center at the fingertips of the instructor, others lend themselves to interdisciplinary use, are encyclopedic in nature, cater to a wide range of abilities, and need to borrowed from the library.

The prime purpose of early education is the teaching of reading. This can only be accomplished in our culture today using extensive print collections -- that children can carry with them, share at the drop of a moment, and become true friends of Clifford, Peter, Charlotte, Misty, Madeleine, or Willy. For it is at this level that schools and school libraries (and public libraries) provide our young with the rich common literary heritage, which forms the backdrop for future learning, critical thinking, and inquiry.

At the high school and college levels, information needs predominate, requiring access beyond the walls of the library via electronic means. In between these two threads, the literary and information threads, coexist and enhance one another.

Several studies have identified a strong correlation between student achievement and the presence of strong school library programs. Many school reformers have noted that the wealth of resources and information makes the difference in student performance, abilities to reason, weigh information and evaluate what is seen, heard, or read. Theodore Sizer notes that "If students are to be the "workers" they absolutely require richly endowed libraries and the time to use them." He further notes that "Not surprisingly, one good way to start designing an Essential school is to plan a library and let its shadow shape the rest." He is not referring only to the physical plant - but to the resources needed to provide the kind of educational environment today's students require.

While "reform" is the buzz-word of the 1990's, one aspect of reform has escaped notice - that of the fiscal affairs of the school. One reason why school library budgets are at such risk within the school is the very nature of the budget process. It is easy to plan a curriculum around a known number of students and buy textbooks. But, finding resources, at appropriate grade levels so students of varying ability can understand them means that individual resources must be tailored closely to the instructional objectives as they evolve. Setting aside a lump sum budget -- the only such lump sum dollar amount in an entire school budget -- makes it an easy target, often irresistibly tempting, for a fiscally strapped principal.

This is a vagary of the financial system that only those of us who work within the framework of the school understand. It has been my experience that a major number of elementary librarians are never informed as to their budget allocations -- because they will never see the money spent for the library. Similar occurrences happen at the middle school level, with fewer occurring at the High School. An informal phone poll of colleagues in the Boston area disclosed that during the last several years no school library was permitted to spend their full budget allocation. Some were permitted less than 10% of it; others lost at least 10%. In some cases, the budgets were frozen early in the year, before major purchases could be made. Why am I telling you this? It seems almost mundane, but I want you to consider this as you read statistics about library budgets. What is on paper comes from official budget documents, which rarely, if ever, reflect the true expenditures of the system.

There is no argument that technology is an important and essential tool within the schools today. The technology will become even more important as it becomes more pervasive and is integrated more fully into the teaching and learning process. But technology is only the tool - the delivery system, if you will. It is the resources that are put on or accessed by the technology that gives it its worth. Strong educational programs that employ technology will depend upon the strength of the materials used: CD-ROM's, videodiscs, videocassettes, computer software, satellite programming, etc. These resources need to be in abundance, not only for use in school, but also available in student's homes.

Some day borrowing these types of materials will be as common as is borrowing books today. *Yet this is at some time in the distant future. With* today's budgets, it is an idea without possibility. But, if we are to meet our declared national goals for the year 2000, even if only in science and math *there is simply insufficient leadership at the local and state level to make this happen. Again, this is where the role of the federal government is so* crucial as it alone can succeed in focusing long-term public attention on the issue, and by setting an example provide the leadership for all state and local agencies.

The establishment of an Elementary and Secondary School Library Media Services division within the U. S. Department of Education can be the vehicle that provides this necessary leadership and vision.
The importance of this leadership cannot be overstated. It is fundamental to our nation's societal need for an informed and literate population. It joins hands with states in implementing the adopted National Goals for 2000.

If we are to step out smartly in pursuit of our National Education Goals we must begin now to provide the strength of resources. Money allocated to school libraries is felt throughout the school; in every curricular area, at every grade level, for advanced learners and those who require more time and effort, for those in need and those whose needs are small, for those who know English as a mother tongue and for those who don't, for those capable of reading and for those who must learn through other senses. The federal spotlight will help the states and local agencies rethink their priorities.

Libraries are the great levelers in educational equity. But we need the resources, visible leadership, the collegial cooperation of our colleagues in curriculum renewal and innovation, and the training necessary to accomplish the roles and tasks expected. On behalf of the profession, my thousands of colleagues, and Rebecca, my granddaughter, an inquisitive, computer literate four-year old whose love of books, story and words bodes well for the future, I urge you to include and fund well the school library provisions of S. 266 in the educational package of 1994.

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APRIL 1994 NCLIS SURVEY DATA

State	Elementary Program Means
	$ for Collection
	$ per Student
		High School Program Means
		$ for Collection
		$ per Student
			Elementary Collection Size (Means) Total / Per Student	High School Collection Size (Means) Total / Per Student	Certificated Staff Mean per School	Combined Schools Means **
						$ per school / $ per student
							Combined Schools Means **
							Collection per school Collection per student

AR	$6333/ $10	$13245 / $ 9	10,903 / 17	14,135/ 10	1.02		
AK	$11140/ $24	$ 8482 / $13	6,403/ 15	8,983/ 15	.97		
CA	$6565/ $13	$12244 / $ 8	9,193 / 16	16,214/ 11	.92	$ 8,462 / $ 8	10,656 / 9
IL	$7103/ $17	$25742 / $23	8,862 / 26	19,167/ 17	1.22		
KA	$9907/ $ 29	$11102 / $33	8,420/ 25	10,493/ 23	.99		
KE	$7725/ $16	$12588 / $16	7,552 / 17	10,513/ 13	1.08		
MA	$3845/ $16	$13194 /$19	3,108 / 16	12,830/ 16	.93		
MI	$7,328/ $16	$10571 / $12	10,158 / 23	12,134/ 14	.88	$14,807 / $21	9,614 / 16
PA	$5210/ $11	$11912 / $14	9,850 / 20	13,178/ 15	1.03	$ 5,952 / $ 6	13,804 / 13
RI	$5768/ $11	$ 7307 / $ 8	6,035 / 13	11,038/ 12	1.09		
*SC	$6269/ $11	$10811 / $15	7,983 / 15	10,505/ 13	1.03	$ 7,378 / $ 12	8,027/ 16
WV	$4228/ $ 8	$ 8169 / $ 9	7,297 / 14	13,190/ 15	1.21		
AVG	$6974/ $15	$13144 / $15	8,526 / 20	14,034/ 15	1.00	$ 9,443 / $ 16	10,252 / 18

* South Carolina data collected from whole state. ** Combined schools - another arrangement in some states

Public School Library Media Centers in 12 States. Report of the NCLIS/ALA Survey. Mary Jo Lynch, Pamela Kramer, Ann Weeks. April 1994
U.S National Commission of Library & Information Science. 1110 Vermont AVE., NW, SUITE 820, WASHINGTON, D.C. 20005-3522

The focus is already on the technology. This is an essential piece of the pyramid of quality our national goals proclaim. Classrooms and teachers form the second piece, and information resources the third. Together we can achieve our goals and reap the harvest afforded in the vision of the national goals, but if any piece is weak, the synergistic effect will be lost and the entire structure will crumble. Ten years from now we will once again be wondering why we didn't "do it right" when we had the opportunity.

Prepared Statement of Yulanda Ritchie

The Family Literacy/Even Start program has given my family and me a chance for a life we never would have experienced otherwise.

As a teenage parent, I believed that I had no other choice but to drop out of school and care for my two babies. By the time my oldest child was going to Head Start, I was the mother of four children. It bothered me that my oldest child was going to school when I knew that my own education was lacking. How could I teach my children to learn, when I had so much more to learn myself? How could I encourage them to stay in school and be successful when I had not?

Some people told me that education was a "white thing." I took comfort in that. But I also took comfort in my children. Was I going to teach them that being black was an excuse not to learn?

My children were my joy in life, and I had to try to be a good example for them. I took the GED test, hoping I could tell my kids that I had at least passed that. I failed, though, by 15 points. I have to say that after that I just gave up on my own education and success. I knew I was a good mother, and I just put all my energy into raising my children. I ignored my own common sense that kept telling me that I had to SHOW my children how to succeed, not just tell them.

So when my social worker told me that she could get me into vocational training, I told her that what I actually needed was education. She put me in touch with the program that helped me change my life.

When I first walked through the doors, I was scared. But when I met the adult teacher and the early childhood teachers I felt better. They were so friendly. They helped me get over being scared. After I saw how the early childhood teachers helped my children get used to their new classrooms, I knew I didn't have to be scared about the safety of my children. My family was all there together, and the teachers were as caring with them as they were with me.

I began to feel that not having a high school diploma wasn't a "black thing" or a "white thing." It's a people thing, and we can work on it together.

Getting that diploma was my main goal at first. But in this program, I had a chance every day to play with my children in their classrooms. That's when I started reading to them. When we went on field trips, I started to realize that I wasn't just their mother, I was their Main Teacher. They would ask me at the zoo, "What's that?" and I would read the signs for them. The regular teachers would talk to them, too, but they couldn't answer each child's questions like "Mom" could.

I also learned more about how to care for my children. For instance, I had never heard of lead poisoning until people from the Health Department came to one of our regular Parent Group discussions. This is just one example; I learned lots of things that I wouldn't have, if I had only been studying for my GED.

During our second year in the program, I took the GED test again and passes this time. My teacher, Heather Redmond, nominated me for an award through the Kentucky State Department of Education for Outstanding GED Graduate. When I accepted the award at our GED Graduation, I felt like I had made it. But I know now that I was just getting started.

I had to give back to the program some of the hope that it gave to me. I got a part time job in the program, and by the end of last year, I had three part-time jobs there. This year I have a full-time job as an Infant-Toddler assistant in the Family Ed/Even Start program, and I have the joy of knowing that I am helping other families reach success. I am now a co-worker with the teachers who helped me. There are lots of problems to solve, but we solve them together.

BEST COPY AVAILABLE

Of course, my family still has lots of their own everyday problems. But I feel much more able to handle problems now. My children are doing so well. I have learned that the education of the mother is a strong influence on children's success in school, and I know that this is true with them.

Tammy, my oldest, is seven now, and in the first grade. She is reading and writing so beautifully. Her teacher tells me that the only problem she has with Tammy is that she is so eager that she wants to answer every question. My Son DeAnthony is in kindergarten, but his teacher has him reading and writing with first graders. His progress is booming and he and his sister help each other with their math homework. I know that my two youngest, Bejamin and Kevin, will have lots of encouragement when they start school. I will be supporting their education while I continue my own. I start college classes this summer to become a certified teacher.

There are lots of people to thank for how good my life is now, but it is a special privilege to thank you as the lawmakers who made Even Start possible, for my family, and for families all over the United States.

PREPARED STATEMENT OF BONNIE LASH FREEMAN

The pattern of undereducation and poverty in the nation is one that is passed on within families from one generation to the next. Recent assessments of adult literacy have shown that approximately 90 million adults function at the two lowest levels of literacy. Studies have shown that the literacy levels of children are strongly linked to those of their parents. There are 12.6 million children living in poverty. Family literacy is an approach to breaking the intergenerational cycle of undereducation and poverty by strengthening the family, and improving the educational opportunities for children and parents by providing for learning experiences, family interaction and group support.

Family literacy is an intergenerational education program that integrates adult literacy instruction and early childhood education for undereducated families. The program has four essential elements including basic skills instruction for the children's parents, developmental education for young children, parent and children time together to share in learning experiences, and parent education and support groups

The focus of family literacy is on the entire family rather than the individual members of the family. It is based on the premise that parents and children can learn together and enhance each other's lives, and restores the family as the center for learning. Putting the four components together into a comprehensive program is synergistic and has greater effect than the combined effect of the parts.

Evaluations of family literacy have shown that it is effective for both parnets and children. Parents learned more and had better attendance in family literacy programs than those adults in traditional adult education programs. They developed a positive self concept and had a change of attitude toward the value of school and education. Their involvement with both the school and it's functions, and in their children's education, increased. Children, likewise, learn more than children enrolled in child only focused programs. There were positive improvements in attendance, classroom behavior, academic performance, self-confidence, motivation to learn, and in the probable success in school.

Funding for family literacy programs is going to vary according to the community and structure of your program. Experience has shown that many fulltime programs require a budget of $50, 000 to $90,000 per year. These figures depend on the staffing patterns, space, duration and frequency of the program design, etc. Comparisons may be made to combining adult education programs with parent education and early childhood programs. At present, funding for family literacy is originating in the public and private sector. Businesses, such as Toyota Motors

Corporation; foundations, such as the Kenan Trust Foundation, Lila - Wallace Reader's Digest Foundation and the Knight Foundation; state and federal initiatives and private individuals are contributing to building family literacy coalitions.

Because family focused programming requires a holistic view of the family, a family literacy program requires a combination of many services to achieve maximum results. It is important to have a person or a group to be the " champion " for starting and operating a program in the community. However, the "ownership" of family literacy does not rest with any one agency. Experience has shown that a collaborative group of local schools, adult basic education programs, Head Start agencies, welfare and other social service agencies, job training programs, elected officials, and other public and private agencies and individuals with an interest in family literacy are stake holders in successful family literacy programs. Even Start has proven to be an important catalyst to bringing this group of persons and agencies together and holding them together. Agencies are beginning to work together to serve families at a time when resources need to be maximized.

By integrating the services for families, such as is required of family literacy programming, families are better served and that service has lasting effects.

PREPARED STATEMENT OF HEATHER REDMOND

I am in my third year as an adult education teacher in the Even Start/Family Education program at Wheatley Elementary in Louisville, Kentucky. Prior to that, I spent two years teaching English to adult students and elementary education to children of missionaries in Africa. I have also taught high school English in Bethesda, Maryland, where the school had 60 different language groups.

I wish I had known back then how to apply the principles of Family Literacy to those educational programs, because Family Literacy is a much more comprehensive approach to education, focusing on whole families. It is my long-term goal to return to Africa to teach, implementing the concepts of Family Literacy there.

The idea of an integrated team teaching disadvantaged parents and their children together is complex and requires specialized training. My previous experience was helpful, but I soon discovered that Family Literacy requires intensive teamwork that is unfamiliar to many teachers. The Implementation Training provided by the National Center for Family Literacy was valuable. They taught us how to work together and plan as a team, in order to integrate the four components of adult education, early childhood education, parent-child interaction, and parent groups. The research provided by NCFL helped us develop a clear focus and mission. We also received ongoing technical assistance from the Jefferson County Public Schools program coordinators, helping us get started and grow as a program. Another helpful part of our staff development is the monthly Total Team Meetings with all five of the Even Start/Family Education teams sharing ideas and information.

We teachers had previously worked independently, and we had lots of old work habits to overcome. Our prior experience was mostly with children, and we found that we had also formed some biases against parents that we needed to overcome. In the past, when children appeared to suffer from poverty, neglect, or abuse, we typically sent home notes requesting conferences with the parents. When parents did not respond, we decided that they didn't care about their children.

Now, working closely with the parents as we do in Even Start, we realize that parents care very much for their children, but are often uneasy with the education system. Parents are not always sure how to respond to teacher notes and requests for teacher conferences. So one of the first goals in our program is to help parents get involved in their child's learning, and to become comfortable in the school setting.

Parent-Child Interaction Time is an ideal setting for parents to begin to see themselves as their child's first and most important teacher. Parents join children in the early childhood classrooms to play and learn together. Teachers assist but do not lead during this time. We see parents gaining confidence in their own teaching skills with their children in Parent-Child Interaction Time. They often transfer this newfound confidence to their volunteer work in the schools.

Volunteer Time is a regular part of our program that enhances our collaboration within the school. Parents spend time each week volunteering in the school's library, office, computer lab, or other classrooms. Several of the parents have begun to see stronger connections between their own learning and their children's future schooling as a result of their Volunteer Time experience.

One mother who has a 14-month-old is inquiring more closely into child development to find out when to start helping her daughter with the things she sees being taught in preschool and elementary classes. She came back one afternoon from working in a third grade class, excited because a child she had been helping with multiplication finally caught on. She identified strongly with the third-grader because of her own struggle with algebra.

We have a student who had dropped out of a GED program where she had made little progress in the year she was there. She gained confidence through reading to the preschoolers in our program and through her volunteer work in the kindergarten class. Within only five months with us, she has completed two of her five GED section tests. She has applied to a state university for the fall to pursue a career in early childhood education. Through our collaboration with the local universities, colleges, vocational schools, and businesses, we can help students as they choose their directions when they leave the program.

Many other outside agencies find our Parent Groups an excellent opportunity to collaborate with the Even Start programs. During Parent Groups, Even Start parents discuss issues that affect them as adults and parents. The Health Department, for example, had wanted to target disadvantaged families for workshops on breast cancer, toxic substances, and other critical issues. Their efforts had little success until we started featuring their workshops in our Parent Groups. Similar collaborations have been worked out with other agencies, includingthe Cabinet for Human Resources, the Housing Authority, the Center for Women and Families, the Learning Disabilities Association, Exploited Children's Help Organization, and others. Many local private foundations and businesses provide volunteer mentors and sometimes funds for special projects.

We are grateful for the Even Start funding that is combined with funds from our school system and other grants that help us to continue to operate and expand our programs. It is our goal that every family who needs our services can receive the support that Even Start provides.

Senator SIMON. Our hearing stands adjourned.

[Additional material: School Library Snapshots; Expenditures for Resourses in School Library Media Centers FY 1991-92; White House Conference Report; and Statewide Survey of Michigan School Libraries are retained in the files of the committee.]

[Whereupon, at 11:30 a.m., the subcommittee was adjourned.]

ESEA REAUTHORIZATION SCHOOL IMPROVEMENT PROGRAMS: FOCUSING ON WHAT WORKS

THURSDAY, APRIL 14, 1994

U.S. SENATE,
SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES, OF
THE COMMITTEE ON LABOR AND HUMAN RESOURCES,
Washington, DC.

The subcommittee met, pursuant to notice, at 10:14 a.m., in room SD-628, Dirksen Senate Office Building, Senator Claiborne Pell (chairman of the subcommittee) presiding.

Present: Senators Pell, Wellstone, and Jeffords.

OPENING STATEMENT OF SENATOR PELL

Senator PELL. The Subcommittee on Education, Arts and Humanities will come to order.

This actually is our sixth hearing on the reauthorization of the ESEA act. Where previous hearings have focused primarily in one area, such as either professional development or Chapter 1 or school libraries, this hearing will focus on several areas.

Panel 1 will be concerned with four programs or services. The efforts we now make in three of these areas—drug-free schools, dropout prevention, and magnet schools—are very important in their purpose and their results. They are programs of merit and should be continued in reauthorization.

The fourth—coordinated services—involves coordinating education services with other social and health services in or near the school site. The idea is that easier access to needed social and health services will bring a greater concentration on the child's education. While care must be exercised not to detract from the school as a place to learn, we must also be concerned that the child who comes to school is healthy, well fed, and ready to learn. Such services are also important to working families, and easier access to these services will enable educators to involve the family more directly in the education of their children.

Panel 2 will focus on bilingual education, migrant education, and immigrant education. These are programs that have been particularly important in bringing educational opportunity to migrant, immigrant, and limited-English-proficient children. They are all areas where we ought to both continue and upgrade the efforts we now make at the Federal level.

I would now turn to the ranking minority member, the Senator from Vermont.

OPENING STATEMENT OF SENATOR JEFFORDS

Senator JEFFORDS. Thank you, Mr. Chairman. An excellent statement.

First, I would like to introduce for the record the statement of Orrin Hatch who, as you know, is on the Senate floor right now, and ask that it be considered as if read.

Senator PELL. Without objection.

[The prepared statement of Senator Hatch follows:]

PREPARED STATEMENT OF SENATOR HATCH

Mr. Chairman, I am pleased to be here today and to welcome our distinguished witnesses.

Today we will hear testimony about several programs that affect some of our most vulnerable student populations. These are kids who oftentimes fall through the cracks. Kids who become disenchanted with the learning process, who fall victim to drugs and alcohol and who are likely to drop out.

I want to emphasize here that these are not only "big city" problems. Increasingly, rural areas encounter problems and conditions that are the risk factors for many of our youth.Rural areas are also faced with a growing bilingual population.

I am encouraged, however, by the efforts of states and local school districts to deal with these challenges. The examples of successful programs are many, but I would like to call my colleagues' attention to one program in particular.

As one of the cochairs of the Senate Republican Conference Task Force on Hispanic Affairs, I was pleased to become familiar with the efforts of the Calexico Unified School District in California.

Despite a low-income population that is primarily Spanish speaking and transitory, the Calexico Unified School District consistently graduates an unusually high percentage of its students, many of whom go on to community colleges and four-year institutions. Calexico also boasts a drop-out rate that is far below the national and California state averages. Most importantly, they have built and maintained a unified and secure school environment that is supported by students, parents, school officials, teachers, and the Calexico community.

Calexico's success has been attributed to a lack of administrative overhead, a prioritized system of programming personnel policies such as high teacher salaries, and various parent outreach programs. Combined, these elements allow the Calexico Unified School District to provide its 6,500 students with both the vision and the means to reach their full potential.

As we embark on the very difficult but important task of reauthorizing the Elementary and Secondary Education Act, I believe it is very important not only to explore the difficulties and problems that bilingual and migrant communities experience, or the drug abuse or drop out problems, but also to study some success stories. Innovation and the freedom to innovate is paying off.

The entire report, prepared by the Senate Republican Conference Task Force on Hispanic Affairs, is lengthy, but I think it would be beneficial to place excerpts from it in the record. I ask consent to do so.

I look forward to hearing the testimony that will be presented today and to working with my colleagues as we grapple with these important issues.

I thank the Chair.

[The report referred to may be found in the appendix.]

Senator **JEFFORDS**. I look forward to hearing the testimony today on several of the programs which will be reauthorized for the Elementary and Secondary Education Act. I am particularly interested in hearing testimony this morning on the issue of coordinated services. In my mind, many of these programs, although created for different purposes and administered by different people, are, in effect, serving many of the same children. I believe that it is essential to make sure that the programs fit together with a coherent educational program for children.

With this idea in mind, I recently introduced S. 1990, the 21st Century Community Learning Services Act and I particularly look forward to its passage. It is modeled after schools such as the Wheeler School in Vermont. This bill encourages the notion of community education, the coordination of education, recreation, and social services in schools in order to better serve area residents and improve the quality of life for all.

At the Wheeler School, the principal has opened the school doors and invited members of the community inside. They hold adult literacy classes in the computer lab at night and community meetings in the auditorium after hours. They have a nurse on site to provide health services to the children. All the programs at the Wheeler School, whether federally, State, or locally funded, are well coordinated to best serve the needs of the children. I hope we will be able to incorporate these kinds of ideas, ideas that work, into the reauthorization proposal.

On a related note, I would be interested to know about other programs and how they work. I am disheartened to hear about the lack of evaluations of the various demonstration programs that we have funded for many years. I find it very difficult to determine which programs should continue to be funded and duplicated without any evidence to provide whether they work or not. So I am going to do what I can to ensure that they are thoroughly evaluated.

While anecdotal evidence is nice, I believe that we must conduct rigorous evaluations of programs, following students not only until they complete the program but into adulthood to determine whether the activities they have participated in had long-lasting effects. I look forward to discussing this further with the witnesses today, and, Mr. Chairman, I look forward to hearing the testimony. As far as I know, we are ready to go.

Senator **PELL**. We will start out and go in alphabetical order, and first we will ask Mr. Boehlje for his statement.

STATEMENTS OF BOYD W. BOEHLJE, PRESIDENT, NATIONAL SCHOOL BOARDS ASSOCIATION, ALEXANDRIA, VA; WINFRED COTTMAN, PROJECT DIRECTOR, DROPOUT DEMONSTRATION ASSISTANCE PROGRAM, BALTIMORE CITY PUBLIC SCHOOLS, BALTIMORE MD; SHIRL E. GILBERT II, SUPERINTENDENT, INDIANAPOLIS PUBLIC SCHOOLS, INDIANAPOLIS, IN, ON BEHALF OF THE COUNCIL OF THE GREAT CITY SCHOOLS; AND JUDY M. THORNE, SENIOR RESEARCH ANALYST, CENTER FOR RESEARCH IN EDUCATION, RESEARCH TRIANGLE INSTITUTE, DURHAM, NC

Mr. BOEHLJE. Thank you. I am Boyd Boehlje, president of the National School Boards Association, and I am a member of the Pella, IA, Board of Education. I am pleased to testify before this committee on behalf of the 95,000 local school board members across the country who set policy governing the Nation's public schools.

For nearly 30 years, ESEA has expanded educational opportunities and improved the quality of life for millions of disadvantaged children. While its accomplishments have been great, the need for a strong Federal role in education is more critical today than ever.

Our written testimony makes many recommendations concerning current programs, such as expanding the Chapter 1 school-wide project option, continuing the flexible Chapter 2 program, and strengthening the Immigrant Education Act. But my comments this morning will focus on our strong support for including S. 98, the Link-up for Learning Act, in ESEA to coordinate services for youth at risk of academic failure. I also will briefly comment on the harmful and counterproductive corrective action provisions in the administration's proposal for ESEA.

Since 1990, one of NSBA's top priorities has been advocacy for a new national commitment to coordinate policies and programs to serve youth better. We are convinced that collaboration with other agencies serving youth is essential for improving academic performance, especially for disadvantaged youth.

Earlier this week, I held a joint forum at NSBA's annual convention in New Orleans with representatives of the National Association of Counties and the National Association of Towns and Townships, and we further discussed our commitment to working together for coordinated services.

Almost every school district in America faces the difficult task of educating students who are living in poverty, who are poorly housed, or who are suffering from inadequate nutrition or health care. In addition, many children are faced with problems in their families that are becoming more prevalent across all income levels. Those include the effects of drug or alcohol abuse, family violence, sexual abuse, divorce, living in single-parent families, job loss, and declining family income.

Just yesterday, the Carnegie Foundation reported that as many as half of all children under age 3 face risks that jeopardize their future. At the same time, with the enactment of Goals 2000, the Nation's leaders have greatly raised their expectations for our public schools. It has become very obvious that the Nation's education and social needs have radically changed. But, unfortunately, the system for providing for education and social services to our young people has not changed.

The problems that plague at-risk children and youth rarely occur one at a time, and when the family looks for help, it faces a patchwork quilt of diverse agencies that compounds the problem. As a result, services often are ineffective, redundant, or inappropriate.

Some of the serious barriers to collaboration among agencies are uncoordinated delivery of services, fragmented responsibility, a knowledge gap about available services, no incentives, and turf battles for increasingly scarce resources.

NSBA is convinced that these barriers can be overcome if two key needs are met: one, funding to underwrite coordination of services; and, two, relief from conflicting Federal laws and regulations. This is why we are urging this committee to include S. 98, the Link-up for Learning Act, in its ESEA reauthorization bill. S. 98, sponsored by Senators Bill Bradley and Thad Cochran, as well as Senator Paul Simon of this committee, directly attacks those barriers.

S. 98 creates a $100 million Federal grant program to underwrite coordinated services by schools, health, and social service agencies for at-risk youth. The bill would create one-stop service centers in schools or near schools and other innovative methods to deliver services, share resources, and train personnel. It also establishes a Federal task force to identify and eliminate obstacles to coordination at the local level.

The administration's proposal for coordination of services has several serious shortcomings. First, it assumes that school districts are going to divert Chapter 1 funds to pay for coordination, including, if necessary, to pay for the newly required health screenings. Second, their bill gives the job of coordination with other agencies to local school program managers. Only school board members and superintendents working with the leaders of other governance bodies can effectively put in place the policies and the resources needed to make the coordination effective.

We urge the committee to include the Link-up for Learning Act in its bill with a separate funding authorization. Coordinated services will help cut long-term costs by reducing duplication, expediting delivery, and avoiding the need for most costly programs when our youth are in crisis. But, most importantly, it will give our students access to many of the services they need for academic success.

There is one other issue I would like to speak to. The administration's proposal also mandates State corrective action on local school districts when students fail to achieve. These are draconian provisions, and they include State takeover of local school districts and ouster of the local school board and the superintendent. And while presented as an accountability measure, they ignore the fact that 96 percent of local school boards are elected and are directly accountable to local parents and taxpayers. Also, it appears to us in the past that State takeovers have not proven effective in improving student achievement.

ESEA has made great strides in compensating for unequal education opportunities in the past, and we urge the committee to give

ESEA new tools, like the Link-up for Learning program, to meet the challenges facing our students today.

Thank you.

Senator PELL. Thank you very much, indeed.

[The prepared statement of Mr. Boehlje may be found in the appendix.]

Senator PELL. Going in alphabetical order, I turn now to Mr. Winfred Cottman.

Mr. COTTMAN. Thank you very much. My name is Winfred Cottman, and I am the project director for the Dropout Assistance Program of Baltimore City Public Schools.

Senator PELL. Could you pull the mike a little closer so we can hear? Thanks.

Mr. COTTMAN. I am honored to appear here today before this committee to testify on the reauthorization of the School Dropout Demonstration Assistance Program.

It is my pleasure to inform this distinguished panel, which created the dropout program, and particularly its originator and author, Senator Pell, that the efforts have helped thousands of young people in Baltimore City and in other school districts nationwide to complete their secondary education and become productive members of their communities.

The School Dropout Demonstration Assistance Act as originally crafted by the committee recognized that over one-third of the Nation's dropouts can be found in approximately 1 percent of the Nation's school systems. Therefore, demonstrations of effective practices in school dropout prevention if only done in 180 of our largest school districts could hold positive promise of impacting on an enormous segment of the Nation's dropout population.

Additionally, from a practical perspective, the committee has created in the current act a very appropriate competition, where small school systems do not compete against large school systems for grant awards. School systems of similar size and with similar problems compete against each other.

As you know, a student dropping out of school is not a random event. Many times it is a number of failures. By the time a school system gets to the point where we actually put a student out of school at the age of 16, the student has failed many, many times through his career in school. In fact, many of your large urban school districts can trace this back to the 3rd grade.

That is why we began the competition and won our competition for a grant, and we looked at moving into four elementary schools. And I just want to make the point that these four elementary schools were city-wide Chapter 1 schools. In some arenas, I think that people believe that Chapter 1 can do everything as far as dropouts are concerned, too. This year, recently, we lost an average of $72,000 per school in Chapter 1 funds.

I want to give you some ideas of what we are using the grant for and some of the advantages. We took the grant; we were able to look and say if we have youngsters coming in wanting to learn, what happens? Why are they turned off by the 3rd grade? We knew we needed to develop a new curriculum.

We were able to take some of your funds and, working in a collaborative effort with Johns Hopkins University, deliver a new curriculum into the schools. That is something we could not have done without the funding.

We were able to have a new form of early intervention and prevention by putting on staff members. Many times when a student is missing school when he is the elementary school, it is not the student's fault. It is not the student's fault. It is a family problem. We were able to put in family support teams.

Just yesterday we gave out 800 food baskets. We would not have been able to do that unless we got the type of funding to provide a social worker. We have a clothes closet. We have Books and Briefers. For the first time, students are able to come into the schools and have their own novels and read them.

I have very few recommendations for this subcommittee in the reauthorization of the School System Dropout Prevention Act. I am here to inform you that this program works well in Baltimore and other communities across the Nation. I am compelled to State that I am surprised and somewhat disheartened that this administration did not include this program in its reauthorization to Congress.

The school dropout problem is, sadly, still paramount and an issue that impacts us all. Virtually every major health and human service issue can point to our dropout rate as a root cause.

The recent enactment of Goals 2000 legislation recognizes the fact that the dropout problem is one of our primary national education problems. We are not even close to being able to claim victory. In fact, in the short run, the higher standards and more rigorous course and graduation requirements envisioned in Goals 2000 may well increase the pressures already on at-risk youth and actually result in an increasing number of school dropouts. With this in mind, dropout prevention initiatives will become more critical than ever before.

Now is not the time for us to fold up tents and retreat from our only Federal program that specifically addresses the complex issues why children drop out of school.

On behalf of Baltimore City Public Schools and the national association, the Council of the Great City Schools, I strongly recommend that the subcommittee reauthorize the School Dropout Demonstration Assistance Act and maintain it and even expand it in the operation through the year 2000. Please do not allow the school dropout program to vanish from its very visible place on the national education agenda, as a distinct title and focus under the Elementary and Secondary Education Act. If this becomes the case, if we decide to lose our focus and technically drop out of the picture ourselves, the number of dropouts we are dealing with at present will escalate to the point where this crisis will become a national disgrace. Continue to give us the support so that we can deal with the concerns and save the youth in our country.

Thank you.

Senator PELL. Thank you very much.

[The prepared statement of Mr. Cottman may be found in the appendix.]

Senator PELL. Dr. Gilbert, the superintendent of the Indianapolis Public Schools. You were to be introduced by Senator Coats, but he could not be here now. He is at another committee.

Mr. GILBERT. Thank you. Good morning, Chairman Pell and members of the subcommittee. My name, as has been said, is Shirl Gilbert, and I am the superintendent of the Indianapolis, IN, Public Schools. I appreciate the opportunity to testify today before this distinguished subcommittee on the Federal Magnet Schools Assistance Program, one of the most important programs in this reauthorization from my perspective.

I am testifying today on behalf of the Council of Great City Schools, which is composed of 49 of the country's largest urban school systems. The council's member serve about 5.4 million inner-city youngsters, or about 13 percent of the Nation's total elementary and secondary school enrollment. Each day our 59 Great City school systems educate approximately 25 percent of the Nation's poor children, 36 percent of the Nation's limited-English-proficient students, 37 percent of the African-American children, 32 percent of the Hispanic children, and 22.2 percent of the Asian-American children. Some 56 percent of our average enrollment is eligible for free and reduced-price lunches.

Any program which makes a positive impact on inner-city schools provides a significant contribution to the improvement of the Nation's educational system. The Magnet Schools Assistance Program is one such significant initiative.

The program is the last remaining federally funded remedy to directly support school desegregation. We no longer have the Emergency School Aid Act, the Special Projects Program, the Metropolitan Projects Program, or the like, which provided in the past nearly a quarter of a billion dollars for school desegregation. Consequently, the Magnet Schools Program is important both substantively and symbolically to demonstrate the continuing commitment of the Federal Government to school desegregation.

In Indianapolis, we are going through a new student assignment process that is part of our district's court-approved school deseg plan. This student assignment process, which we call the Indianapolis Public Schools Select Schools Plan, is a controlled choice method of student assignment designed to do three things:

One, expand parental decision making and allow parents to be more substantively involved in the selection of the school or magnet for their children;

Two, to recouple the schools to the communities around them; and

Three, to improve student achievement through school-initiated program plan development as well as implementation, which involves to a much greater extent the teacher, the principal, the parents, and vested community residents who care about the school and is designed to add to the national public policy position of desegregation the local effort to educate the young people who come through our school doors.

A key component of the Indianapolis Public Schools deseg plan, which was first implemented in 1978, are magnet schools at the elementary, middle, and high school levels. Currently, we operate seven magnet school programs at the elementary level, six magnet school programs at the middle school level, and seven magnet school programs at the high school level. These 20 magnet school programs over the past 13 years have helped to strengthen community support for public education, while also helping to maintain racial balance in each of the magnet school areas.

Since the implementation of our first magnet schools in 1978, our school district, with a population of 48,000 youngsters, has added new magnet programs which have helped reduce racial isolation in our schools. In fact, we are one of the few large urban systems in the Nation which can boast a 50/50 racial ethnic mix among our white and black youngsters.

Magnet programs such as our nationally recognized Key School elementary magnet, based on Howard Gardner's theory of multiple intelligences, has attracted parents to its downtown, inner-city school site. Additionally, magnet schools such as the elementary Cold Spring Academic Academy, helped to reinforce the belief that parents will send their children to school, even public school, if a quality educational program is offered.

I also want to share with you our added school story. We have a school that was built in earlier times specifically for black children. As we moved into the era of desegregation, we found that our white parents did not want their youngsters to go to this historically black school. I positioned in that school a few years ago a math, science magnet program that is one of the best in middle America and maybe the Nation, and now I have a waiting list of white parents who want their children to go to this school that has historically been the school that none of my white parents wanted their youngsters to attend.

But, ladies and gentlemen, these magnet programs do not come cheap. The public schools of Indianapolis was able to implement the aforementioned magnets and also add or modify eight magnet programs with funding through the Federal Magnet School Assistance Program. If these funds had not been available, we would not have been able to provide this kind of quality program for our youngsters.

The Council of Great City Schools is one of the staunchest supporters of the President's reauthorization proposals. But we are concerned in several arenas. One, the $110 million program appropriation is insufficient to cover the millions and millions of dollars of applications which come in every year and which are competed for in the mix of the Department of Education. We also are concerned that the proposal to remove the comparative piece of that program and make it a pure lottery program is of much concern. We also are concerned about the intention of the legislation to tie the approval to comprehensive plans of housing desegregation and community renewal, which removes the program design from the educational arena and places it squarely in the political arena and makes it impossible for us to address the real concerns educationally of the needs of the system.

We are also concerned about the matching grant proportion which would require at least 30 percent—or up to 30 percent matching grant on the part of the local school system, which is very problematic for financially strapped urban public school systems.

We would ask the committee to allow us to compete, compete heads up on the merits of the track record which the schools that are part of our program have been able to generate. We are concerned that the dollars continue to be targeted toward new or "innovative" programs in the face of programs which have been in place and have a track record of success.

We hope that the Federal Government, which has been the primary force in the deseg initiative of the United States, continues to understand that while it is the right thing to do, as well as it continues to be something that all of us are concerned about, it is important that the Federal Government continue at the highest level to support the initiatives that have proven successful in addressing those mandates of the Government. The program does not need to be multiply revised. It has been a program that has worked, and we see no reason for the Department of Education to fix a program that, in fact, is not broken.

Certainly many of the Great City schools will not be able to continue to participate in the program under the proposed new priorities, and that for the Nation would be bad news, as many of the young people who are most in need of a quality education find themselves positioned in the urban major school systems of this Nation. The Council of Great City Schools, therefore, recommends only minor interpretational clarifications in the reauthorization which will serve to strengthen funded programs rather than redirect their efforts. And we would suggest that we are available to discuss and participate with staff of the Senate and the appropriate Senate committees with relation to the revision of the suggested and recommended reauthorization from the Department of Education.

Senator PELL. Thank you very much, indeed, Dr. Gilbert.

[The prepared statement of Mr. Gilbert may be found in the appendix.]

Senator PELL. We turn now to Dr. Judy Thorne, the senior research analyst at the Center for Research in Education at the Research Triangle Institute in North Carolina.

Ms. THORNE. Chairman Pell, thank you and the members of the subcommittee for the opportunity to testify before you about the Drug-Free Schools and Communities Act program. I am Dr. Judy Thorne of the Research Triangle Institute in Durham, North Carolina. For the past 5 years, I have directed studies for the U.S. Department of Education of State and local programs funded under the act.

We have observed both school-based and community-based prevention programs for youth. We have seen services for the general population of students and for high-risk youth. State agencies have developed considerable expertise since the legislation's enactment in administering the program to increase its effectiveness. Schools and other organizations are providing high-quality prevention programs and services. Nevertheless, interviews with us at both State and local levels emphasize the extensiveness of unmet needs for prevention and early intervention services to youth.

For our study of projects supported by the Governors' DFSCA funds, we visited 10 States and 25 community-based projects for high-risk youth. Here are the things we learned that I think are most important:

First, Governors' programs provide services to youth who are not reached or reachable by school systems. Targeted groups may be alienated from or, for other reasons, unavailable to schools. Such is the case, for example, with projects that target dropouts.

Second, local projects need a large enough concentration of funds to make a difference in the lives of youth, and they need continued funding because it takes projects time to get established. And even then, finding other sources of funds may be nearly impossible. Most have already put together several sources of funds just to be able to provide the multiple services the kids need.

Let me cite a few illustrations of these ideas. The Center for Adolescent Parents in Tucson serves pregnant or parenting teens from age 16 to 19 who have dropped out of school and lack academic, vocational, and life skills. The project provides child care and parenting training, GED preparation, and adult basic education, substance use and abuse prevention, and intervention services, goal-setting and life skills instruction and counseling.

What about going where the kids are? A good example is Boston's Streetworker Project which targets youth who are not in school and, given their personal circumstances, are not likely to seek services anywhere. This project assigns staff to neighborhoods where young people spend time, like street corners, arcades, and playgrounds. They provide crisis intervention and referral to needed services, including treatment and prevention and alternative activities. In most neighborhoods, street workers mediate disputes among rival gangs in their attempts to reach youth.

Still other projects get started in a courtroom. The projects for adjudicated youth, such as one in LaGrange, GA, and the Essex County Juvenile Diversion Program in Massachusetts, give youth an opportunity to remove their cases from the court records by participating.

Now I want to move on to school-based prevention programs of State and local agencies, education agencies. Our longitudinal study of drug-free schools outcomes for over 10,000 youth is a little over halfway to completion. Here are some of the things we have learned so far.

First, most school staff believe that alcohol presents the greatest problem for their students, and more students have used this drug than any other. Nearly every principal and teacher we talk to in our visits to the schools have expressed this concern. And alcohol use begins very early for some students.

We have found that, among 6th grade students in our study, 45 percent had drunk an alcoholic beverage in their lifetime and 17 percent of them were current users of alcohol—that is, they had had a drink in the last 30 days. That is 17 percent of 6th graders.

Another important issue is that concern about violence at school is common among teachers and students. In 1993, we asked to study students then 6th and 7th graders about violence and safety in their schools. Thirty-five percent had been attacked or in a fight in the past 6 months. Forty-nine percent said they were sometimes afraid of being attacked or harmed at school. At the same time, many schools have given much consideration to reducing conflict and violence among their students. Most would see the incorporation of violence prevention into their programs as a natural next step.

A third important point about school programs is that possibly the most important parts of school prevention programs are student support systems such as individual counseling, student assistance programs, student support groups, peer counseling, and conflict mediation, among others.

The prevention coordinator for the Las Cruces public schools believes that the need for student support is even greater than the need for mainstream prevention and structure. A large proportion of the prevention efforts in this district go toward training and assisting school staff to facilitate care groups, small group settings in which students examine their own and others' attitudes about drugs, deal with personal issues, and learn drug resistance and problem-solving skills.

Fourth, both school- and community-based programs need continued funding to maintain their progress toward the goal of safe and drug-free environments for our Nation's youth. This is not a battle we can win once and never have to confront again.

And, finally, evaluation of prevention programs is difficult but can be done. I believe that prevention programs need to define some shorter-term goals consistent with the differing approaches taken by their communities and measure their progress toward those goals, measures such as student attendance, suspensions and expulsions, dropout rates, participation in support groups, referrals to outside agencies, involvement with law enforcement and so forth.

In conclusion, it is my conviction that there are a great many practitioners in places all across the country who spend every day providing school- and community-based prevention programs of exceptional quality and that the Drug-Free Schools and Communities Act funding has been of immeasurable help to them.

Thank you once again for the opportunity to speak with you, and I welcome any questions you may have.

Senator PELL. Thank you very much.

[The prepared statement of Ms. Thorne may be found in the appendix.]

Senator PELL. Mr. Boehlje, with respect to the coordinated services, if money goes to health won't that be taken away from education? Isn't that a danger?

Mr. BOEHLJE. Excuse me. I did not hear the first part of your question.

Senator PELL. With respect to the coordinated services, isn't there a danger in using the education dollars for serious health deficiencies?

Mr. BOEHLJE. Of course I suspect that is a danger, but the issue isn't so much the reallocation of resources as the bringing together of the resources and coordinating what is there.

One of the problems that schools are facing is that we spend more and more of our education resources toward other issues, toward health resources, toward trying to get children ready so they can learn. And, yes, it is going to take more money. I do not think there is any question about that. I do not think there is any perception out there of how at risk our students really are and how badly prepared they are to learn, period. And if those resources can be coordinated, since we have the children a good share of the time, if they can be coordinated so they are delivered through the school system or near the school system, and those agencies are working in a collaborative effort, I think overall the amount of the effectiveness of the dollars spent will be better.

Senator PELL. In other words, there is a synergistic effect here.

Mr. BOEHLJE. I think so.

Senator PELL. Thank you.

Mr. Cottman, do you involve parents in the dropout prevention program yourself?

Mr. COTTMAN. Yes, we have. One of the programs that—and let me say this: The Family Support Act that was passed in 1989 that dealt with welfare reform set up the first dropout center for welfare mothers that were coming back to get their GED's. You found that those same mothers, 50 percent of them, had students in our school system.

To echo what was said earlier, yes, we are finding now that we have students coming to us that are a product of students. They are much more ill prepared.

We try to engage parents, those that are not already in an educational setting, by things we call Books and Briefers where we actually have parents that come into the schools, we make reading one of our most important courses. We make sure that each child has a book. Many times parents get turned on by seeing how much their children would like to read.

If you were to come into one of our schools and even go to a kindergarten class, those students would tell you, "We can read. We like reading."

Another thing we do, again, that was echoed, we have to go out with a social worker and do things like get food baskets together, because students were not even able to come to school. We had to have a clothing closet. We engaged parents by coming in to get food baskets, by receiving clothing. That helps our attendance. Many times we are able to put them back into a classroom so they can get an education.

In Baltimore City, we have an estimated 200,000 illiterate people in Baltimore. We lead the Nation in teenage pregnancies. Add to that, we only have a population of 700,000 in Baltimore, so that is close to being about one-third.

The problem of the dropout is escalating. In our high school center, I take 100 of the students that they targeted that we do not even know how they got to the 9th grade. By using the dropout demonstration funds, 20 percent of those students graduated last year in a 4-year college, a university.

We have over half of the students on a national honor roll are a member of the dropout prevention program. These were the 100 students that no one said would make it out of high school.

Senator PELL. Do you encourage parents, do you go out into the homes of the students?

Mr. COTTMAN. We do have a social worker, and we do have to split the social worker. We would not have had that social worker without the funding of the program. But they work with parents, and we have started a mentoring program with our parents from other schools. They come into our elementary schools. We visit homes. We have parents visiting other parents' homes. We have family nights whenever we can. We have parent volunteers in the schools. We do have computer centers in our schools, computer labs.

We have just going to the point where we have been able to put in a GED program, so in many cases, we have parents coming right into school doing GED while their kids are in the school.

Senator PELL. Thank you.

Dr. Thorne, how can we ensure better coordination between the Governors' programs that you have been working with and those implemented by the schools in the drug-free schools program?

Ms. THORNE. How can you ensure better coordination? Well, I think that the provisions in the act already have gone a long ways toward that. I think we have seen a dramatic improvement in coordination between the Governors' programs and the school programs in the last 2 or 3 years in most States in the country. I think it started out as kind of an unusual pairing of groups to talk to one another about an issue like reducing drug use, and I think there were some difficulties in the beginning that have vast improved now.

It may well be that in terms of Federal provisions, the requirement that you already have that these agencies collaborate with one another in order to even make their applications and receive the funding may be as far as the Federal Government can go in requiring that. I think mostly it has to get worked out on a local level. And as the programs in a community or in a State are showing that they are getting underway, that they are benefiting by each other's presence—in other words, as the in-school programs realize that they are being helped by whatever community-based programs there are and vice versa, then that kind of collaboration naturally gets better.

I think it is experience with one another and time that makes the most difference, since I think you have the requirements in place that probably go as far as you can.

Senator PELL. Thank you very much.

Dr. Gilbert, from your experience in Indianapolis, what would you do to improve the magnet schools so they do an even better job?

Mr. GILBERT. Well, certainly, Senator, we have been working real hard to, first, design and implement quality programming districtwide. But the dollars that come to us for the magnet programs allow us to go above and beyond the resources that are available to us locally and to provide even more rigorous, more challenging programs for our young people simply because we get the additional funds.

I want to broaden my comment with relation to that to speak to all of these programs, as all of us have an interest in the kind of additional Federal support which comes to us because of the opportunity to coordinate services. We have just initiated a year ago a program called Bridges to Success that I initiated with the local United Way in an effort to bring the resources of the community into the schools. I have about 50,000 kids and 50 counselors, about 50,000 kids and 62 social workers, and 69 percent of my kids are eligible for free or reduced-price lunches.

Now, it does not take a rocket scientists to figure out that with 50 counselors and 62 social workers and 69 percent of my kids eligible for free and reduced-price lunches, which means they are living at or below the poverty line for the Nation, that I have got a problem. And so what we did was we got together with all the child service providers in the city and said we are providing services for all of the families of the poor in the city in multiple venues, so that the Department of Health and Hospitals, the Department of Welfare, the Juvenile Justice Department are serving the same families that I am serving in the schools. I said, why should we service them in multiple venues? Why don't we serve them in fewer venues, and maybe in a single venue, that being the school? Not just the kids, but the whole family.

So we have six schools that are in a pilot program of coordinated services where all of these child service agencies have come together to service the kids and the schools. So now instead of having 50 counselors, I have 200 counselors available to service youngsters in those schools, and we see this as a wave of the future.

With relation to drug-free schools and dropout prevention and certainly with magnet education, what we are doing is using the resources of the Federal Government to assist us in supplementing the local funds that are available and are challenged on an ever continuing basis as they continue to be supported in the main by property taxes, which is resisted as a very regressive tax all over this country, and the dollars that come from the Federal Government to support all of these programs is essential for us to continue to provide quality services. And the bottom line is we pay now or we pay later. So many of my kids come to school and leave us ready or not ready. And if they are ready, they make us proud. And if they are not ready, they undermine the quality of life in America, and those of us who have succeeded are victims of young people who have not succeeded but will not starve. They will find a way to survive, and most often that is a socially unacceptable way.

So we are asking the Senate to look at the reality of paying now so that we can have contributing members of society leave the urban centers of the Nation and become contributing citizens of America.

Senator PELL. Thank you very much. I would like to pay tribute at this point to our former colleague, Senator Eagleton, who played such a tremendous role in getting this program started. We wish he were still here.

I will turn now to Senator Jeffords.

Senator JEFFORDS. We are pleased to have you here, and thank you for your very informative testimony.

I am encouraged and discouraged when I listen to panels like this. As you know, we recently passed Goals 2000. If we are serious about reaching our national goals, we need to move beyond experimenting and begin duplicating successful programs. If the States are going to budget a plan that will allow them to meet the goals, they need to know two things: what information we have regarding existing programs that are working and have worked, and, second, whether there are going to be Federal resources available, as we have provided for in Goals 2000, or will they have to resort to increasing property taxes and State budgets.

Ideally, I would like to give you an indication that the Federal Government would be ready to provide resources, to be an equal partner of one-third up to an additional $120 billion to be available, because I do not think States and school districts can plan for the future if they know that they will have to raise property taxes in order to raise the necessary revenues. Unfortunately, the reality is that you will have to plan on a zero-increase budget, and that it is going to limit what you can do.

However, if Congress would make it a priority to commit the resources, then we can duplicate some of the programs that you are talking about.

I am concerned that the Department of Education wants to do away with a great many of the demonstration projects Now, if the purpose is to redesign programs and incorporate the positive elements of the demonstration projects and to duplicate them, then that is one thing. Yet, what I am concerned about is that we do not yet have the longitudinal studies to tell us what has worked. And maybe, Judy, you can help me on that.

For instance, Mr. Cottman, I know that there has been a study done on the dropout program. I have not seen the study. Have you seen the results of that study?

Mr. COTTMAN. No, I have not. It is not completed yet, from my understanding.

Senator JEFFORDS. I would just note I received a list of all the studies that have been completed, and I notice that one is completed. Yet I have never seen it, so I do not know what it said.

Dr. Gilbert, there has been a study done on magnet schools generally, but not on your particular system. Have you had a study done?

Mr. GILBERT. We have evaluated our programs on a continuing basis and——

Senator JEFFORDS. But what about a longitudinal study? Have any longitudinal studies been done?

Mr. GILBERT. In terms of our compilation of those evaluations over time, in terms of then evaluating those longitudinally, we have not done it, but certainly the data is there to cause that to happen. We have been trying to make assessments about which programs have been most productive to us in terms of having youngsters to achieve at higher levels, and I am pleased to be able to share with you that, for 6 of 7 years that I have been in the mix at the Indianapolis public schools, our youngsters have improved academically, and we contribute part of that to our magnet schools effort.

As you have indicated, the cost shifting of dollars heretofore that have been borne by the Federal Government and now are having to be picked up by the local and State level governments are causing us problems as the citizenry resists additional taxation. So when we move from a competitive grant proposal to one that competes with relation—I mean to a lottery, rather, with relation to the magnet funds, we moved from a 2-year to a 4-year cycle, as has been proposed. We moved from focusing on existing programs to only funding new programs. All of those are problematic new priorities in this legislation which we think need to be looked at again. For if they are implemented as they are now outlined, it would be very difficult for many large urban school systems to continue to participate.

Senator JEFFORDS. Mr. Cottman?

Mr. COTTMAN. I thought you were referring to the mathematical study that the Department of Education has asked Mathematica to come in and do in-depth research. We do have a research study. In fact, I gave you one with my testimony. This is a 6-year report. It clearly shows that by the 3rd grade we are 1 year and 3 months ahead of the control groups in the other schools.

Senator JEFFORDS. OK.

Mr. COTTMAN. This also keeps up in the 5th grade, and you do have this—this was funded by the Franz Merrick Foundation, and we got some of the money from the Department of Education to do a research study. That is included with my testimony.

Senator JEFFORDS. Well, thank you. I have been trying to collect all these studies.

Judy, can you help me, Dr. Thorne? We ought to be duplicating, if we have any basis for duplicating, or else we are never going to reach the goals by the year 2000 or any time after that. What can you tell me about the availability of longitudinal studies in particular; in other words, following people beyond the time they left the program?

We have a lot of good feelings about programs, but I have not been able to find many that tell us what happened when the participants left the program. Did they drop back? Did they soar forward? Did they glide along? What happened? Do we have any studies which show that some of these demonstration programs ought to be recommended for duplication?

Ms. THORNE. Well, as you referred to, the report on the dropout demonstration project, I know that that report has been completed. I do not actually know if it has been released. But I have seen that report. A colleague of mine worked on large parts of it, and there were findings and recommendations in that study.

The study did not, though, follow students beyond the program. It did follow the same students for at least a couple of years, so it is longitudinal in that sense. But it is not going on beyond. Usually there is not funding available to do that. That is one of the problems that we have in that regard.

The study that we are working on right now in drug-free schools is a 4-year longitudinal study of outcomes of prevention programs. We started with kids in the 5th and 6th grades in 1992. This is our third year of data collection, and we will have one more after this, at which point they will be in 8th and 9th grades. That is a pretty long, sustained study, funding over a fairly long period of time, but it only gets them to 8th and 9th grade, which, as you know, is the time when they are really entering into the very difficult years of dealing with that kind of thing. But funding a study much longer than that in advance, at any rate, is pretty tricky because you are not sure what your attrition rate is going to be, and you want to be sure as you go along that things are staying on track, that you do not just keep continuing a study that is not on track. So far, we have had very low attrition rates, so we are pretty pleased with that on this study.

Evaluation of these programs is very difficult, partly because the schools are not the only factor involved in these kids' lives. And unless you can really do the research that take all those other factors into account, very often you are left with findings that leave you puzzling over, well, what else was it that interfered with this outcome or boosted this outcome or whatever. But I do think that as a program becomes more and more mature—for instance, the drug-free schools program, I am currently pretty familiar with that. Individual programs and State-level agencies can and are doing the kinds of targeted evaluations that need to be done. That funding stream, however, does not set aside money for evaluation, and so there is always a pull within a service program regarding how much money you can take away from services to put into evaluation. And there are people with the perspective that say, well, you know, you can use a certain amount for evaluation because it is worth it. When you get right down to the local level, it is hard.

Senator JEFFORDS. That is the problem we find ourselves in now.

Ms. THORNE. Right.

Senator JEFFORDS. The administration has recommended doing away with many of the demonstration projects. Well, if you come to the conclusion that longitudinal studies probably will not benefit us because they are not valuable or you do not have enough money to do them, then maybe we should just eliminate the demonstration projects and start all over again.

Ms. THORNE. We do not want to go that way, though.

Senator JEFFORDS. But I would hate to think with all of the money that we have spent on those demonstration programs that we should simply not bother to study them and just do away with them——

Ms. THORNE. Well, I think many of those programs do have completed evaluations that have some important findings in them.

Senator JEFFORDS. Some do, some do not. But most of them are not longitudinal studies either.

Ms. THORNE. That is true.

Senator JEFFORDS. There are people who watched the program go along and they felt good about it. That is about the extent of an evaluation you get. That was a good program; boy, do we feel good about it. The kids seemed happy and looked like they did well, but we do not have any idea what happened after they left the program. The only one I have seen, we did one in Vermont, showed that things went well while the program was in existence. The kids did amazingly well when you coordinated your services. However 1 year after they left the program, they slipped to half of the gains which they made during the course of the program. The third year they were back to where they were before starting the program, which means, yes, it probably works but you have to support early progress with continued reinforcement.

Ms. THORNE. I think that is the message from a lot of programs, that you do have to continue.

Senator JEFFORDS. Dr. Gilbert, I think you would agree with that.

Mr. GILBERT. One point that has to be made and that I have tried to bring to the attention of the committee is that we cannot just on a wholesale basis decide that we are only going to fund innovation, because that portends in the inverse that those programs that have been successful and have a track record of success and have contributed to my being able to say to you that 6 of 7 years our youngsters have improved academically, and that in that same period more have each year successively graduated than have graduated the previous year. Those things are things that are the result of a compilation of things, a potpourri of things, which include magnet school programs, which include attention to drug and safety issues, which includes our coordinating our resources so that we get the most bang for our buck.

Now, the extent to which longitudinal studies have been done I believe is tied to the reality that social science is not as exact as what we usually want to measure. It is not black and white. A lot of it is gray. And we have to accept that our year-to-year evaluations and our analyses of the compilation of those multiple years and the results of improved achievement—higher graduation, less dropout—all are indicative of the fact that these programs are contributing to the improvement of delivery of instructional services to young people across this Nation.

Senator JEFFORDS. Mr. Boehlje, let me—I have used my time up, I am sure, but I am concerned about your statement that, you know, we should leave the local school districts alone, and that, basically, if they are failing, we should let them fail. I can understand perspective that coming from the organization you are with, but I think there are some things we must remember. One is that the competition we are facing now is not among our school districts in our States. It is international competition. As we approach the next century, this Nation is not going to prevail as a superpower, economically or otherwise, unless we get our educational system shipshape and we are providing the necessary workers for the future.

What would you recommend? You say you do not want the State or the Federal Government to come in and take over. What happens? Simply that the kids suffer, and they do not receive an education. Should one just hope that some day the school district itself will get its act together? What do you recommend?

Mr. BOEHLJE. Well, I think you have to understand and recognize that 96 percent of the school districts in the United States are locally elected school board members.

Senator JEFFORDS. I understand that, right.

Mr. BOEHLJE. And their communities, if they think they are failing, replace them and say, all right, do it differently. And what we are finding, this hearing that I conducted—I guess it was last Sunday in New Orleans—one of the things, there were three national organizations, and we wanted to send a signal that said, look, we want to work on collaborative efforts for kids. So we talked, to a certain extent, about what we wanted to do. Then we asked them to give us their thoughts, and I heard about local community programs where they had broken down the barriers themselves, cities and school districts sitting down together and saying, all right, we are, in effect, going to trade levies. We cannot get enough Federal funds in here to run all these programs and raise the property tax, but we have a youth problem, so we are going to hold off on this levy this year while you address this particular problem and collaborate. And I think following up on demonstration programs like that, finding out about situations like that and encouraging more of those situations at the community level is going to support the whole system.

I do not know why Kansas had so many people there, but we heard of five different school districts where they had brought in health service people. They brought in the cities; they brought in the townships. They addressed problems from transportation to health issues, to a whole number of other issues, and they did it on a local collaborative basis. This was not as a result of any particular Federal funding that was coming their way, but they said, in effect, we do not have enough funds to handle all these problems, the problems face all of us, we have got to do it locally.

I think school districts are responsible enough to do that. I do not know that that is an answer for a State department of education to come in and say we do not like your particular program, we are going to remove you and replace you—with what? Another set of directors who will do what the State says? Maybe. Maybe not. I think the community has the best answer for that.

Senator JEFFORDS. Thank you, Mr. Chairman.

Senator PELL. Senator Wellstone?

Senator WELLSTONE. Thank you, Mr. Chairman. I apologize to the panelists for being late.

Senator Jeffords, I think I understand what you said. When you hear the testimony, it makes you feel sort of both optimistic and pessimistic at the same time, and I just have 2 minutes of context, and no more than 2 minutes of context, and then some questions.

The context is, you know, I have said it to the Secretary, whom I think is a warm, sensitive, really good person, really committed to education. I still say that with the teachers that I talk to in Minnesota that are down in the trenches and administrators and others, the Goals 2000, they do not see it translating into any real major difference in terms of the reality of the lives of the children they work with and what they are dealing with.

I was at an alternative school in Minneapolis, Work Opportunities Center, within the public school system. I would say that about 97 percent of the students were of color. I met for an hour with students who were mothers, you know, 15 and 16, 17, and then I met about another hour with what was supposed to be about 20 students, and it ended up being 80 students.

I think the teachers and the students there have a lot of pretty good ideas—and you all have talked about them—about what works and what does not. And I do think you do it at a local community level. I just think we harp on the complexity of it all to the point where we make that the ultimate simplification. We know a lot about what works. We just have not dug into our pockets and made the commitment of resources. And I just think the sort of test standards and goals without really making sure that each and every child is going to have the same opportunity to reach those goals and succeed in those tests just does not make sense, much less dealing with the reality of children's lives before they go to school, much less when they go home.

I have that off my chest. Now I go to questions.

First, this is a question that actually comes from Senator Harkin, but also from myself. Mr. Cottman, I did not hear your testimony, but I gather you talked about some of the work that you are doing with young people who drop out of school or to prevent dropouts from school in Baltimore. The question I would ask—and, by the way, I had a Hennepin County district judge—and I do not know, maybe you all can corroborate this statistic—who sent me a report, and in that report there was a statistic that he cited that there is a higher correlation between high school dropout and incarceration than cigarette smoking and lung cancer. Just sort of a small statistic that sort of tells a large story. And my understanding is that every 5 seconds a child drops out of school in our country.

Could you give us a feel for how some of the work you are doing might translate, again, from Senator Harkin and I, to rural America? I know you are doing it in an urban community, but I think we have every bit as high—I look at the figures here. Between 1987 and 1989, almost 1 in every 7 rural youths dropped out of school. I am just wondering whether or not you have any kind of benefit of your wisdom that you could sort of translate into some of the work that needs to be done in rural America.

Mr. COTTMAN. The key is to work with the students a lot earlier. By the time a school system really says a student is a dropout, that student has dropped out 2 or 3 years before that, if not physically, then mentally.

Senator WELLSTONE. You do not have to drop out to be a dropout?

Mr. COTTMAN. Right, exactly. We have found that we can identify major problems by the 3rd grade. When we talk about dropout prevention, we start our dropout prevention in kindergarten, pre-K. And you are absolutely right. If we wait until the school system—what they do, they actually throw the student out of school. He does not drop out. He just does not come back. So we take him off the rolls. Once we do that, we consider him a dropout.

In the urban area, if that male is 16 or older, virtually the next time, if we are lucky, to engage him in education, it is probably at the jail school. That is the reality of it. A young lady, 16 or over, the next time that we are actually able to engage her into an educational situation, it is probably when she is forced back into school by the Family Support Act. That is a part of welfare reform.

What we need to do, if there is one thing I could tell you to do, it is to try to teach your students to read and keep them on a reading level, especially up at the time at least at the 3rd grade, if you can keep them on the mark by the 3rd grade. Don't allow people to be resistant to putting students in special education, because you see what we are doing now. We are talking about inclusion, bringing special education students back and mainstreaming.

If we had spent the money up front, we probably would not have had to give all those services and would not try to design a plan now to bring them back. So if you really want to help your students from dropping out, make them successful as they come in at pre-K, K, 1st grade, 2nd grade. Those 3 million students that come to school each year, they are all happy. They want to learn. But something happens to them, and I believe it is the failures that they have over the first 3 years of school that really turn them off.

Mr. GILBERT. Senator, let me add to that statement. Those of us who labor in the vineyards of education have come to believe that there are, in the main, three things that youngsters must have, and the presence or absence of those things usually indicates whether a youngster is going to be successful in school or not. One is that they come with a self-concept that is in place, that they have had an opportunity to be successful, successively, and have people who were critical to them, important to them, celebrate that success; second, that they come with an experiential base that allows them to take advantage of what is going on in the classroom, to make the transfer, if you will, from the classroom to those experiences; and, third, youngsters who have a value for the importance of education.

If we do not accommodate the deficits—and my contention is that 7 of 10 of the kids to the Indianapolis public schools come without those things in place. So we must accommodate them. If we do not, those youngsters will eventually, no matter what we do, graduate or otherwise be put out of school. And the pragmatist in me says if you see the good life on television and in the world and you do not have any access to that good life, then you will prey upon those that do. And the reality is that the statistic that you mentioned comes into play because these kids who graduate unable to read, write, compute, or compete are then pressed to have to try to receive the good life some kind of way. They cannot get a job. They cannot be taken seriously in the marketplace. So they rob, steal, and kill, and they end up in the judicial system.

It is a cause-and-effect relationship that we know about when they are 3, as has been said; and if we do not address it by giving the resources to the schools such that we can address and accommodate those three things youngsters need to be successful, we just know ahead of time that we are going to have to pay on the other end as we continue to build prisons and deal with executions of people who have gone the wrong way. And we spend millions of dollars deciding that we are going to sentence somebody to death, and they take 20 years appealing that and millions and millions of dollars expenditure, and sometimes we do and sometimes we do not. If we had spent just a fraction of those millions in the school where he was at the elementary level, we probably would not have found him where we have found him.

Senator WELLSTONE. Mr. Chairman, I am going to actually, just to save time, raise the two questions and let anybody who wants to, answer them within the framework of ESEA. I just have to thank the two of you. You know, I do not know. I just wish that—I know that when I talk to judges, much less these students, who know a lot, it is interesting. Their voice just does not get heard enough. But when I talk to the judges and the sheriffs and the police chiefs, it does not matter their party identification. You know, some of them are really known as being very strict and stern. They all have said to me, all of them have said—I have not talked to one who has not said you can do whatever you want to on the punishment part, but if you do not change the equation in terms of the opportunities, we will never break the cycle of violence.

I guess I wish I could do this [snaps fingers] and make it happen. I guess I wish those judges—I wish we would have some of these big judges' summits. I wish some of these people—all the people that are down in the trenches together would just shake up the

Congress and the country, because I think somehow we have to kind of feel like the country collectively has to be shaken and take a look at this, because clearly our budgets do not represent what you all are talking about.

Two quick questions. One, speaking of budgets, on the safe and drug-free schools, I want to go to the funding formula. I am just going through this, as I have to describe it, hellish situation with people in Minnesota who are from rural and urban, about, yes, now you are going to have more money on the concentration formula, but the kids that are in our schools, they might be less concentrated, but they are no less in need of support. And, you know, so that is the tradeoff. And then I hear a tremendous amount of concern about the funding formula for safe and drug-free schools, which essentially parallels, I take it, this change that the administration is proposing. And I wonder whether or not you have any response to that.

Then the second one is: I have heard very mixed views about magnet schools. There are a number of people whom I deeply respect who tell me that they are not—in terms of the actual diversity, desegregation, diversity, opportunities for children, that those magnet schools are not really—if you really take a look at the young people that are going, that they are not really carrying out that mandate and that we ought to much more closely be looking at that record. And I wonder if you all could respond to those two questions, any of you.

Mr. BOEHLJE. In regard to the magnet schools, those of us from rural States are concerned about that particular principle and the other issues that you talked about as far as the funding formulas. Because under the proposals that are coming forward, we see our funds in rural, poverty-stricken areas being substantially reduced for our schools. And I do not know—I understand what the philosophy is. I understand that the philosophy is to push the funds where the largest concentration of children are. But that does work a substantial inequity.

Mr. GILBERT. The reality with relation to the magnet programs is that they have, without a doubt, in the large urban districts—and we always have this dichotomy of service delivery vis-a-vis large/small, urban/rural/suburban, etc. But in the large urban districts, there is no question in my mind, as I have worked with my colleagues on the Council of Great City Schools, that we are addressing on point the diversity and deseg issues of the magnet school programs.

My program, the selects schools mandate in Indianapolis, in that every school is a select school, what I have done is really create 97 magnet schools, but I have the 20 magnet schools that have been federally funded magnet school programs. The select schools program requires a 35-65 range, so it cannot be outside that range. The magnet schools in every instance require a tighter range, the least of which is 40-60, and they tighten up from there. So, in fact, I am able to have the schools of the city that have magnet schools in them—there are always schools within schools—to be within the deseg outlines of select schools, 65-35, because they require 40-60 or 50-50 or 55-45 or whatever that is. And so in every instance I have a ratio and economic diversity mix that is closer to 50-50 than any other segment of the student population because it is a magnet school.

Senator WELLSTONE. Is this the national story?

Mr. GILBERT. Well, no, I cannot speak to the national story. I am speaking to the Indianapolis story. But as I talk to my colleagues, I get the indication that many of them in the large urban districts are doing the same kind of formula with relation to that.

I would be glad to have you join Senator Coats and come to Indianapolis and visit some of our programs and see that, in fact, we are addressing on point—and I believe many of my colleagues are as well—the issues you raise.

Ms. THORNE. I would like to speak to the funding allocation and targeting for the drug-free schools. If I understand the administration's proposal correctly, the Chapter 1 or Title I funding formula would come into play at the State level so that part of the funds that go to an individual State would be based on school-aged population and part would be based on the Title I formula. So that would affect States with differing levels of poverty.

Then when the State takes the funding and distributes it to the local school districts, the extent to which they do targeting, with some of those funds they can target to the high-need areas; that need not be on the basis of poverty. They can use other measures, State-defined measures to target that funding, to concentrate it in some areas rather than others. That does not have to be based on poverty, as I understand it. It can be based on measures of drug use, for instance, or some kinds of other local measures, like suspensions and expulsions and law enforcement violations.

I would like to say that I do see substantial different in school districts in some of the indications of need for prevention. Just in our longitudinal study, we have got 19 school district, and they range tremendously on drug use reported by 5th and 6th graders. I think we have one district in which 55 percent of the kids said they were using alcohol and another where it was around 20 percent. The same with marijuana and the other drugs, there is just a big disparity that tends to hold true to differences in population, but not necessarily to poverty.

Senator WELLSTONE. I thank you, and I do not want to take up any more time. I think I need to understand better, Mr. Chairman, this formula, because I am hearing concerns about how it is going to be weighted. I do not mean just in terms of Chapter 1, but also how it affects this program. I thank you for your comments. I am just going to have to study it further. And I do not know what any of us are going to do about this sort of tradeoff within these parameters. I know what the House has done.

Mr. GILBERT. Sir, I wish you would also take a look at the reality that in the past the drug-free schools' and communities' moneys have been targeted in the drug initiatives. They are now being expanded, if you will, to take into account the safety issues, and the money is being reduced. I am getting 25 percent fewer dollars and being asked to expand the program to cover the safety issues that are incumbent within the drug-free legislation. So that "more service, less money" presents a problem.

Senator WELLSTONE. And that includes all the training on domestic violence.

Mr. GILBERT. Everything.

Senator WELLSTONE. I am done. Thank you, Mr. Chairman.

Senator PELL. Thank you very much, indeed, lady and gentlemen.

We now turn to Panel 2, bilingual education, migrant education, and immigrant education. We have Dr. Hakuta of the Ed School at Stanford; Jane Hunt of Phoenix, AZ; Dr. Linda Morra, director of Education and Employment Issues at GAO.

Senator JEFFORDS. Mr. Chairman, I would like to put Senator Coats' statement in the record, please.

Senator PELL. Without objection.

[The prepared statement of Senator Coats follows:]

PREPARED STATEMENT OF SENATOR COATS

Mr. Chairman, I would like to begin by extending a special welcome to Dr. Shirl Gilbert, superintendent of the Indianapolis schools. As the superintendent of a large, urban school system, Dr. Gilbert comes in contact daily with many of the problems facing our Nation's schools. And I am pleased that he could be here today to share his recommendations with us.

When Dr. Gilbert first became superintendent, he promised to "shake up the system"—a promise he has certainly kept.

He has taken a hard line against youth gangs and violence in the schools. He has implemented the select schools program—a public school choice program which more than 80 percent of parents took advantage of during the 1993-94 school year. And, of course, he is associated with Indianapolis' model magnet schools program.

I have experienced the success of magnet schools, first-hand. My oldest daughter, Laura, attended the very first magnet school in Fort Wayne. Fort Wayne started with just two magnet schools. But as academic performance improved and as the needs of the students and parents were met, we saw the creation of numerous magnet schools. Today, 32 of the 35 elementary schools in Fort Wayne boast a special emphasis—ranging from math and science to the fine arts.

Four schools in Fort Wayne are currently receiving funds under the magnet schools assistance program. The Federal dollars have been a great asset to the Fort Wayne magnet school program.

The Indianapolis public school system can boast similar successes with its magnet school program. IPS has an excellent track record of being successful in submitting winning magnet school proposals. And while I was disappointed that IPS's grant request was denied last cycle, the program has continued to excel.

The Indianapolis public school system is the largest school district in the State of Indiana, and it serves a very diverse population. Its magnet programs have been a critical factor in helping to reduce racial isolation in the schools and in enhancing desegregation efforts as mandated by the Federal court.

Magnet schools have not only brought black and white kids together, but the programs have energized teachers. They've given parents new power. Magnet schools are an example of what's working in our Nation's schools.

I look forward to hearing our witnesses' recommendations on how we can improve the magnet schools assistance program and I am eager to work with the other members of the committee to reauthorize these programs.

Senator **PELL**. If you would commence, we would appreciate it.

STATEMENTS OF KENJI HAKUTA, SCHOOL OF EDUCATION, STANFORD UNIVERSITY, STANFORD, CA; JANE HUNT, DEPUTY ASSOCIATE SUPERINTENDENT, ARIZONA DEPARTMENT OF EDUCATION, PHOENIX, AZ; AND LINDA G. MORRA, DIRECTOR, EDUCATION AND EMPLOYMENT ISSUES, HEALTH, EDUCATION, AND HUMAN SERVICES DIVISION, U.S. GENERAL ACCOUNTING OFFICE, WASHINGTON, DC

Mr. **HAKUTA**. Good morning, Senator Pell, Senator Jeffords. It is an honor to appear before the subcommittee to testify about how ESEA can be improved on behalf of students who come to school with limited proficiency in English. I come here as a professor of education at Stanford University, now with a record of 21 years as a researcher on the development of bilingual children and their schools. I also come here as the Chair of an independent group of 22 individuals, collectively known as the Stanford Working Group on Federal Education Programs for Limited English Proficient Students.

Let me begin by congratulating you on the successful passage of Goals 2000. I note with great pleasure that foreign language has been included as one of the content areas. I believe that Goals 2000 provides a guiding framework for the task in front of us—ESEA—and raises the stakes for ensuring that LEP students are fully included as beneficiaries to the new paradigm of what we have come to know as "systemic reform."

Now, let me turn to the Stanford Working Group. The working group, through our collective and cumulative experiences, embodies just about all aspects of education. To understand the existing conditions and the obstacles to reform that confront LEP students, we drew on our experiences as master teachers, teacher educators, local, State, and Federal education administrators, advocates and researchers, while consulting widely with other knowledgeable individuals and data sources. The resulting synthesis and recommendations are contained in our report, "Blueprint for the Second Generation," which was released last summer.

We have been guided by two overarching principles for our analyses and recommendations.

The first principle is language-minority students must be provided with an equal opportunity to learn the same challenging content and high-level skills that school reform movements advocate for all students.

Principle 2 is proficiency in two or more languages should be promoted for all students.

We drew a distinction, which is often blurred, between content and the value of bilingualism.

These principles represent a marked departure from common practice. Currently, the educational opportunities and outcomes for a large proportion of the approximately 3.3 million LEP students in the United States are not good. Languishing in school programs with low academic expectations and lack of attention to higher order learning, many language-minority students are behind their peers in content areas at a time when performance standards are being raised throughout the Nation. This situation is exacerbated by a single-minded focus on teaching English as quickly as possible, which has served as a distraction from the need to focus on the delivery of academic content. Finally, most bilingual programs do not offer students the opportunity to fully develop their capacity in two languages at a time when the Nation critically needs a multilingual workforce.

Our review of the legislative and programmatic records of Chapter 1 and Title VII, while clearly noting the contributions of these efforts, indicated areas of great concern. At a general level, a mind-set persists that views LEP students' languages and cultures as obstacles to achievement, as academic deficits, if you will, rather than as potential strengths to build upon. This mind-set permeates legislation, policy, planning, the research that is conducted to evaluate these programs, and practice despite strong evidence from educational research and practice that it is wrong.

Now, let me be more specific and speak with respect to ESEA. The key is to overcome the current fragmentation of educational services for LEP students.

With respect to Chapter 1, it is critical to ensure that LEP students have increased access to Chapter 1 programs. We propose targeting funds to high poverty schools or districts, requiring that all eligible LEP students be equitably selected for Chapter 1 services, and ensuring that instruction, materials, and opportunities for parental participation are adapted to the unique needs of LEP students. At the same time, it is critical to establish accountability for the needs of LEP students even while they are exempted from the assessment requirements due to the unavailability of appropriate tests. Otherwise, we simply will not know how well these students are being served.

With respect to Title VII, the key issues are how best to invest the scarce funds to guide and leverage systemwide reform to give LEP students access to a challenging education and how to maintain a focus on bilingualism as a national and local resource. We recommend that States play a more responsible role in Title VII projects and that they be within the framework of the State plan with Chapter 1, migrant education, and other Federal, State, and local efforts.

The details of our recommendations are contained in the full report, which I respectfully submit for the record.

In closing, let me suggest four key points that I hope will guide the reauthorization process.

First, ESEA funds are scarce funds. They must be invested wisely, in ways that build the capacity of local and State systems to address the needs of the students intended to be served by these programs.

Second, the movement to raise standards for all students must really mean all students. LEP students are a growing proportion of the U.S. student population. We can and should draw upon our collective know-how to ensure their full inclusion in these reform efforts.

Third, we have been trapped in the past in an endless and often fruitless debate over the best language of instruction. I hope that this reauthorization can rise above this tired issue so that we can turn our attention to more substantive problems: how to provide language-minority students with an equal opportunity to learn challenging content and high-level skills.

And, finally, please allow me to underscore the fact that LEP students represent our best hope for high-level national competence in foreign languages. These include not just Spanish, but many, many languages that are so critical for us to have in our national repertory.

Some of you may recall the interpreter that accompanied President Carter to Poland and mistranslated many words, including his statement about how he loved the Polish people and "loved," the word that he selected in Polish really meant "lust for" as opposed to liking the Polish people. He also said that he had left the United States to come to Poland, and the verb that he used for "left" the United States implied that he had left the United States for good, permanently. Therefore, the Polish people were somewhat surprised by his comments.

So we do have many, many needs, within the State Department as well as the country as a whole, for capacity in these foreign languages, and these are very, very difficult. There is a lot of research showing that these language are very difficult for native speakers of English to learn. So my final point is let's not waste opportunities that the native speakers of all these languages bring to this country.

Thank you for your attention.

Senator PELL. Thank you very much.

[The prepared statement of Mr. Hakuta may be found in the appendix.]

Senator PELL. Jane Hunt, the deputy associate superintendent, Arizona Department of Education, Phoenix.

Ms. HUNT. Thank you. Chairman Pell and members of the committee, in 1965 when the original Title I was enacted, it was envisioned that the most educationally disadvantaged——

Senator PELL. Could you pull the mike a little closer?

Ms. HUNT. —would be served. It took only a short time to find that the new program often did not include those who arrived after school started or who were there for short periods of time. Thus, in the fall of 1966, the legislation was amended to specifically create a set-aside to serve the children of migratory agricultural workers.

According to the 1993 report of the National Commission on Migrant Education, the demand for fresh produce and other farm crops has brought an increasing number of workers and their children into the migratory labor streams. In fact, since effectively capping the program's funding in 1981, the number of children—as measured by full-time equivalency counts—has more than doubled while the funding for the program has grown by only 23 percent, bringing the funds available per FTE from $629 in 1980 to $222 in 1992 when adjusted for inflation.

With this loss of 7 percent a year in available dollars, projects have found it harder and harder to meet the needs of migratory children. Given the constraints on the Federal budget, it would seem reasonable that legislation is being put forth to concentrate the available dollars on the most mobile.

As the Arizona director of migrant education, I have expressed our department's support for this concentration through a decreased eligibility period. However, in connection with these proposed changes, I do have some of the same concerns as those that came out of lengthy discussions by the Stanford Working Group in March of 1993:

"There must be assurances that other appropriate programs serve former migratory students."

"All migrant students must have access to all appropriate programs that meet their needs."

And, "Time must be provided for local and State education agencies to adapt to changes in the formula."

While it is assumed in the current legislative proposal that Title I would be the main vehicle to meet these concerns, it must be pointed out that recent studies done in Arizona, Pennsylvania, and Georgia have shown that only somewhere between 17 and 36 percent of those migrant children potentially eligible for services were actually being served by Chapter 1 in schools sampled in those States.

Additionally, the type of services provided under the focus of Chapter 1 may not always be appropriate. For instance, in Arizona it is not unusual for a migratory high school student to arrive several weeks after school has started and leave several weeks before it is over. The student may thus gain no credit for either semester. After one such discouraging year, it can take at least 3 years of extended day classes, summer school, and PASS courses to make up the credit lost in just the 1 year. The focus of most Chapter 1 programs is on the acquisition of skills and not on alternative means of acquiring the needed credits.

Small rural school districts are another area of particular concern. For example, one small district in Arizona is congruent with a large farming operation. At any point, the district has the potential for being virtually a totally mobile migrant school. While their free lunch count is greater than 90 percent, the census tract data currently leaves the district with no Chapter 1 funds.

Thus, it is critical that adequate provisions for the inclusion of formerly migrant children in Title I plans be made. I would also urge the adoption of the language in H.R. 6 to allow continuation of migrant services beyond the funded period when no such services are available from other programs as a necessary safeguard.

The restructuring of the funding formula, unfortunately, will leave some States with dramatically reduced allocations. To soften the fiscal impact and help assure that services to migratory children are available, it would seem advisable also to adopt the 1-year transition provision of eligibility which is in the House bill.

If current funding levels were maintained and the reduced number of years of eligibility enacted, the money available per FTE still would not restores us to the level available to provide services in 1980. In addition, the $378 per FTE projected to be available in fiscal year 1995 will not be on parity with the $900 per child currently expended by the regular Chapter 1 program.

Soon after the original authorization of the migrant program, it was determined that the number of children who were migratory was really unknown. The Migrant Student Records Transfer System was brought into existence. This system, with its admitted shortcomings, will cease to exist in October of 1995.

I would like to point out that my State's ability to effectively assess needs, distribute funds, provide needed services, and maintain accountability is inextricably tied to this data base.

The legislation assumes that States do have in place a data base on which individual student information is available. In fact, in our State and many others, there are multiple unconnected local and State data bases on which no single student, migrant or not, could be identified.

I am not saying that the current contract should not have been terminated, nor am I advocating a duplication of the system. I feel that a replacement data framework would need to be flexible enough to handle data coming from a wide variety of sources from the information superhighway. The data sets contained in the framework I would envision as being much simpler and more concise.

I would urge you to look at the provision of the bill submitted in the House in which the Secretary would convene a group to look at the data capabilities of States and then report back to you for your determination of any future national data framework. A very short time frame for this activity and some provision of continuity seems critical.

Thank you for your time, and I will be happy to answer any questions.

Senator PELL. Thank you very much, and I would like to pay tribute to Senator Williams, once chairman of this committee, who really played such a role in the development of migrant education. He is, alas, no longer with us.

[The prepared statement of Ms. Hunt may be found in the appendix.]

Senator PELL. Dr. Linda Morra?

Ms. MORRA. Thank you. I am pleased to be here today, Mr. Chairman, to discuss our work on the Emergency Immigrant Education Act, or the EIEA program. Immigrant students can certainly pose significant educational challenges——

Senator PELL. Could you pull the mike up a little bit?

Ms. MORRA. Sure. Especially in districts with high numbers of such students. I am going to summarize my comments today, but ask that my statement be included in its entirety in the record.

Senator PELL. Without objection, that will be done.

Ms. MORRA. Thank you.

My comments today will primarily focus on our March 1991 report on the EIEA program. We surveyed the 529 school districts that received EIEA funds in school year 1989-90 and a representative sample of the Nation's school districts not receiving such funds.

We found that, as the Congress intended, EIEA funds were being provided to school districts with large concentrations of immigrant students who had been in our Nation's schools for less than 3 complete academic years. In total, we estimated that during school year 1989-90 there were 700,000 such students in over 4,500 of our Nation's 15,000 school districts. About 564,000 of these students were in the 529 school districts receiving the EIEA grants. The remaining 136,000 were dispersed in about 4,000 school districts. About 90 percent of these 4,000 districts were ineligible for the funds.

In the 529 participating school districts, about 60 percent of these EIEA students were Hispanic, about 22 percent were Asian, 90 percent were limited-English-proficient, and 60 percent were elementary school grade students.

The Congress has annually appropriated about $30 million since the inception of the EIEA program in 1984. While the appropriation increased to $39 million for fiscal year 1994, the funding level has never come close to the total authorized amount of $500 per student. With the program's appropriation remaining relatively constant and the number of participating EIEA students increasing, the per-student allocation has declined dramatically over the years.

In school year 1984-85, for example, participating school districts received about $86 per EIEA student. But this per-student allocation had declined in constant 1984 dollars to $27 in school year 1993-94.

We also found that school districts used about 80 percent of their EIEA funds to pay for expenses related to academic instructional programs. Most of the EIEA funds supporting academic instructional programs were used for staff salaries and for benefits. About 91 percent of the school districts provided English language instruction with their EIEA funds. About 5 percent of the school districts used their EIEA funds exclusively to provide instructional and other services outside the normal school day or school year.

Both EIEA and non-EIEA students can participate in the instructional programs funded by EIEA. About half of the school districts use their funds to serve EIEA students exclusively. Another 39 percent served nonimmigrant, limited-English-proficient students in addition to serving the EIEA students.

School district officials were unable to tell us exactly how many of their EIEA students were participating in other Federal education programs. Estimates were, however, that about 50 to 66 percent of the EIEA students also participated in the Chapter 1 program and about 19 to 31 percent also participated in Title VII of the Bilingual Education Act.

Changing the formula to concentrate more funds presents difficult dilemmas. It could focus assistance on those districts most heavily affected by immigrant students and increase the likelihood that funding would have an impact in those districts. However, it would also eliminate funding for many districts that find even small amounts of aid to be critical in educating immigrant students. Clearly, such decisions, such choices are not easy.

Mr. Chairman, this concludes my testimony. Thank you.

Senator PELL. Thank you very much, indeed, Dr. Morra.

[The prepared statement of Ms. Morra may be found in the appendix.]

Senator PELL. I know this Immigrant Education Act is a very real interest to those of us from Rhode Island. It is, as you know, a formula grant program, and my State receives $300,000 a year. The administration proposal would change the program, as you know, as you said, to a competitive grant program and place Rhode Island into competition with heavy immigration population States, for example, Florida. And it could mean that instead of getting $300,000, our State gets nothing, and other States could similarly be wiped out. So I would look on this proposal with a somewhat jaundiced eye.

Dr. Hakuta, as a scholar in the bilingual program, what is your thought as to the ideal length students should be permitted to be in it? One year, 2 years, 3 years, forever?

Mr. HAKUTA. That is a very commonly asked question, of course, and I think it really addresses the heart of what we want our bilingual education programs to be. That is, if, in fact, the goal of the program is simply to provide access to content through the native language—that is, these are programs that are called transitional bilingual education programs where there is a heavy dosage of use of the native language early on and then you phase it out, and then try to transition students into English-only programs as quickly as possible—that length could vary anywhere from 3 to 7 years. There is a tremendous variability across students, but if I had to put a range of years, that would be between, say, 3 and 7 years for the students to be fully academically competitive in an English-only classroom environment.

On the other hand, though, I think we should—and this is a value that many of us who study bilingual children hold, and I think many Americans hold as a value, the development of the native language. And there are programs that have been designed to do that. These might be considered maintenance bilingual programs or two-way bilingual programs which try to mix both immigrant or limited-English-proficient students with English-speaking children who themselves are interested in becoming bilingual and whose parents have an interest in that. And ideally in such programs, in fact, the goal would be to—one would not think about the programs as programs to exit out of, which often leads to, you know, a remedial or deficit mentality for these programs. I think Title VII is really a mixture of those two programs, and probably appropriately so.

I hope that answers at least part of your question.

Senator PELL. Thank you. I appreciate your thoughts. I do not think I agree with them, and I think they are against the general stream of shortening or certainly not lengthening the program because of the expense of it as well. I know 3 years is the present limitation. Some of us have thought it should be two. On the other hand, your thought is it should be 3 to 7 years or 3 indefinitely. Anyway, I do appreciate knowing your views and thoughts, and we will take them into consideration.

Ms. Hunt, the migrant students have particular needs that the Chapter 1 program does not address. How can we assure these students who receive those services if we decrease the eligibility period?

Ms. HUNT. That is a good question. I think that some of the provisions that have been incorporated within H.R. 6 are an attempt to do this. I think that the Goals 2000 concept of a total overall plan in which schools, in which States look at a comprehensive program is a step forward in ensuring that migrant children are included within the local and State education plans.

My fear is that unless those provisions are carried out to the extent that they are intended to be, migrant children may be left behind. But I think this is a step in the right direction, and that inclusion within the Chapter 1 plan and the specifics of that are a direction that can be a help.

Senator PELL. Thank you very much.

Dr. Morra, by changing the immigrant education formula to concentrate the funds, my own State would essentially be unable to provide the services to the 8,000 immigrant children now served. Could you expand on your last point regarding the S. 1513 proposal?

Ms. MORRA. There are real tradeoffs involved in trying to concentrate the funds more. While on the one hand concentrating the funds to fewer school districts ensures that a limited pot of money may have more impact, it is very difficult to say that the money currently going even in small amounts is not meeting critical needs. Certainly in a related study that we did of limited-English-proficient students, we found in districts that we visited, we were told very often that even the small amounts of money really matter. The schools and the districts could always point to what they were doing with that money that they felt made a difference. So that is clearly one issue.

I would mention that in terms of going to a competitive grant proposal, so many of the districts that we have seen serving large numbers of immigrant kids are districts that are financially strapped. One would just want to caution against putting a lot of these districts into a grant-writing, a proposal-writing exercise when many of them might not get funded as a result of that exercise.

Clearly the tradeoffs here are very difficult, forced by a small pot of money.

Senator PELL. Thank you.

I would like to return to Dr. Hakuta and mention the fact that there are 50 languages now represented in my small State. How can we assure that these students have the opportunity to learn English if only 25 percent of the grants nationwide can be awarded for special alternative grants of the ESL courses?

Mr. HAKUTA. Well, I think it is actually a broader question than simply where Title VII funds are going because, in fact, for example, Chapter 1 funds serve a significantly larger number of limited-English-proficient students than Title VII funds do. So if you think about that whole package and how limited-English-proficient students are going to be included within sort of the effort to raise standards for all students, I think clearly the accountability system and the—we have to assure that there are sort of assessments available so that we can be sure that the students, during the time that they are learning English, can be assessed to make sure that they are being given access to the opportunity to learn content, even while they are learning English.

As for the issue of the percentage of students who speak languages natively, yes, you know, nationwide I think about 25 to 30 percent of students are of non-Spanish-speaking backgrounds. So on a nationwide average, if you were to look at that, one can think about that 25 percent cap that is in the current law as being roughly corresponding to that percentage. However, it does present problems to districts that are heterogenous.

I would suggest that that would be one area where thinking about the mission of Title VII as both thinking of innovative ways—and there are many innovative ways that have been developed in the past few years, much in part thanks to Title VII—to give content access to all of these students, but at the same time looking for innovative ways as well to help them promote their native language. I really hope that that can be the focus of the discussion around Title VII.

Senator PELL. Thank you very much. I thank all three of you for being here for this day's hearing. The hearing record will remain open for 2 weeks for any additional testimony or questions.

[The appendix follows.]

APPENDIX

PREPARED STATEMENT OF BOYD W. BOEHLJE

I. INTRODUCTION

I am Boyd W. Boehlje, President of the National School Boards Association and a member of the Pella, Iowa Board of Education. I am pleased to have this opportunity to testify before the Senate Subcommittee on Education, Arts and the Humanities on behalf of the 95,000 local school board members across the country who set policy governing the education of the nation's public school children. As locally elected and appointed government official, school board members are uniquely positioned to judge federal legislative programs from the standpoint of public education, without consideration to their personal or professional interests.

II. SIGNIFICANCE AND BASIC PRINCIPLES OF REAUTHORIZATION

NSBA greatly appreciates the opportunity to provide testimony on the reauthorization of the landmark Elementary and Secondary Education Act of 1965 (ESEA) as well as comments on President Clinton's proposal, S. 1513, the Improving America's Schools Act. For nearly thirty years, ESEA has expanded educational opportunities and improved the quality of life for millions of disadvantaged children. While its accomplishments have been great, the need for a strong federal role in education is more critical than ever. Now the nation not only confronts a need to provide equity in education but it also must provide excellence in education for all students. The new imperatives of a global economy and fierce international economic competition make a high quality education for all our citizens essential for the nation's future well being and prosperity.

NSBA's recommendations and comments are based on several underlying basic principles and concerns that reflect our assessment of the state of American education and the appropriate federal response. These include the need for federal action to: (1) promote collaboration and coordination of services among all levels of government to serve youth better; (2) strengthen local governance of education; (3) increase local flexibility in program implementation; (4) increase the federal investment in education significantly.

NSBA also has developed proposals for new authorizations that we believe usefully expand upon the federal role in education in ways that attack critical problems confronting our public school children and respond to the nation's commitment to meet national education goals, as expressed in the newly enacted Goals 2000 law. These include our strong support for S. 98, the Link-Up for Learning Act, which would coordinate educational support services for at-risk youth, and our advocacy for a strengthened Immigrant Education Assistance Act. We also support new authorizations for educational technology, urban education, and rural education. In addition, NSBA has made specific recommendations for significant changes in ESEA that build upon the successes of its major programs: Chapter 1, Chapter 2, Title VII, and Impact Aid.

III. THE NEED FOR COORDINATION OF SERVICES

A. NSBA Advocacy for Collaboration

Since 1990, one of NSBA's top national policy priorities has been advocacy for a new national commitment by all governmental agencies, at all levels of government to coordinate policies and programs to serve youth and their families better. This priority comes from the strong conviction of local school board members that collaboration with other agencies serving youth is essential for improving academic performance, especially for disadvantaged youth.

NSBA's advocacy has had several dimensions First, NSBA has convened meetings of the elected leadership of national associations representing local governance groups—school board members, school administrators, mayors, county supervisors, towns and townships, and city mangers—to develop a common vision for collaborating to serve youth.[1] As a result, these organizations have produced a joint policy statement, adopted organizational resolutions in support of coordination of services, and committed themselves to continuing to work together toward the delivery of services in a holistic, child-centered manner emphasizing collaboration among local governmental agencies.

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[1] The groups are: National School Boards Association, American Association of School Administrators, National League of Cities, National Association of Counties, International City Management Association, National Association of Towns and Townships, U.S. Conference of Mayors.

Second NSBA has collected hundreds of descriptions of current local school district "Best Practices" for coordination of services for at-risk youth, including local contact persons, and has disseminated them through publications, conferences and meetings with member state associations and thousands of local national affiliates.

Third NSBA has worked with over a hundred members of Congress to draft and seek enactment of innovative legislation, the Link-up for Learning Act (S. 98), creating a new federal role in support of coordination of services for youth at the local level.

B. Youth at Risk of Academic Failure

Underlying NSBA's advocacy for coordination of services has been the increasing concern of local school board members that ever larger numbers of children in America are growing up under social and economic conditions that create the risk of academic failure. School board members have also found that the nation's delivery system of services—including education, health, juvenile justice, and social services—is just not organized well enough to meet this challenge.

Almost every school district in America faces the difficult task of educating students who are living in poverty, are poorly housed and are suffering from inadequate nutrition or health care. In addition, many children are faced with problems in their families that are becoming more prevalent across all income levels. These include the effects of drug or alcohol abuse, family violence, sexual abuse, divorce, living in single parent families, job loss and declining family income.

Research increasingly points to a demonstrable and fundamentally troubling correlation between the risk factors outlined here and educational achievement. If current patterns hold, at least 25 percent of America's young people will not graduate from high school, and those who live in urban areas or who come from poor families face even more dire prospects.

At the same time, the nation's political and business leaders have greatly raised their expectations for our schools to produce graduates prepared to compete at world class standards of excellence. President Clinton has just signed the new Goals 2000 Educational Reform Act which sets ambitious national education goals that include making American students first in the world in mathematics and science achievement by the year 2000. To succeed in the world economy of the 21st century, America needs all its children to become literate, independent, and productive citizens. What has become very clear is that the nation's education and social needs have radically changed,while the system for delivering services in our schools and social service agencies has not.

C. Obstacles to Serving At-Risk Youth

The problems that plague at-risk children and youth rarely occur one at a time. It is increasingly common for one family to confront many of these circumstances simultaneously—dramatically increasing the risk and complexity of solutions. When the family looks for help, too often it must look to a patchwork quilt of diverse agencies that compounds the problem. It is possible for family members to be served collectively by twenty or more social services units whose staff are unaware of each other or the services that the others are providing. As a result of the fragmentation, young people and their families often receive ineffective, duplicative, or inappropriate services.

Because the disadvantages of an increasing proportion of our youth are so intertwined, the agencies and resources needed to deal effectively with the situation should mesh in a corresponding fashion. Typically, they do not. Agencies function in isolation from one another and virtually none sees the whole picture confronting a family and how it affects the children—a holistic view.

Some of the serious obstacles to collaboration and cooperation result from:

> Uncoordinated delivery. Programs and services originate at several levels of government operating independently, often resulting in the duplication of services in some areas and gaps in others.
>
> Fragmented Bureaucracy. Services designed to correspond to discrete problems are administered by literally dozens of agencies and programs, each with its own particular target populations, legislative mandates, eligibility criteria, source of funding, confidentiality requirements, regulations, and accountability requirements.
>
> Knowledge Gap. Service providers in the schools and social service agencies often lack basic knowledge of and access to all the available services for at-risk students and their families in the community.

> No Incentives. School personnel and other service providers have few resources or incentives to coordinate services, such as cross-agency training opportunities or interagency case management.
>
> Turf Battles. Moreover destructive turf battles frequently occur when agencies have to compete for increasingly scarce resources.

While these barriers to collaboration are formidable, NSBA is convinced they are not insurmountable if two key needs are met: funding to underwrite coordination of services and relief from conflicting federal laws and regulations.

D. S. 98, the Link-Up for Learning Act

School board members are willing to embrace new national education goals for our *youth and strive to meet rising expectations for schools. But they cannot, accomplish* these tasks alone. The barriers preventing collaboration among agencies of government to better serve youth must fall.

That is why NSBA is urging this Committee to include S. 98, the Link-Up for Learning Act, in its ESEA reauthorization bill. S. 98, sponsored by Senators Bill Bradley (D-NJ) and Thad Cochran (R-MS), as well as Senator Paul Simon (D-IL) of this Committee, directly attacks these barriers. S. 98 creates a $100 million federal grant program in the U.S. Department of Education to underwrite a coordinated approach by schools, health and social services agencies for the provision of education support services for at-risk youth and their families. The bill would assist schools along with other agencies to create one-stop service centers, in schools or near schools, as well as to design other innovative ways to deliver services, share resources, and train personnel. It also establishes a federal interagency task force to set a national youth policy and identify and eliminate bureaucratic and regulatory obstacles to coordination of services at the local level.

E. Coordination in S. 1513

The Administration's proposal for reauthorization makes a limited attempt to promote coordination of services in the Chapter 1 program but with several serious shortcomings. First it require states and local school districts to plan for the coordination of social, health and education support services for disadvantaged children—but it does not fund them. The bill assumes that school districts will divert limited Chapter 1 funds for this purpose, including for newly required health screenings, if necessary.

Second S. 1513 also gives the job of coordination with other agencies to a building principal or local Chapter 1 program manager. This fails to recognize that effective large scale coordination of services with other agencies of local government must be done at the policy and leadership level. Only school board members and superintendents working with leaders of other governance bodies can put in place the necessary supportive polices, resources and procedures to make coordination effective. Principals and program coordinators cannot secure this level of collaboration working alone and should not be charged with this responsibility. In contrast, by including the Link-up for Learning bill in its reauthorization and providing a separate funding authorization, the Committee would powerfully advance coordination and collaboration among agencies at the policy level to meet the challenges facing disadvantaged youth in our schools today.

IV. PROGRAM RECOMMENDATIONS FOR REAUTHORIZATION

Our other recommendations and comments concern the major programs in current law and the Administration's proposals: Chapter 1 education of disadvantaged students, Chapter 2 school improvement grants, Title VII bilingual and immigrant education, and Impact Aid. We also support new authorizations for educational technology and rural and urban education.

A. Chapter 1/Title 1

1. Targeting.—Several recent studies of Chapter 1 have recommended increased targeting of Chapter 1 funds on high-poverty schools at the expense of students receiving services in relatively lower poverty schools. The Administration's bill also takes this approach. The combined effect of the administration's proposed targeting provisions in Title I and their recommendation for only a ten percent increase in local grant funding will result in the abandonment of the federal goal of serving all disadvantaged children in America's schools. NSBA believes that all disadvantaged students should have access to the benefits of the new Title I program. We support targeting new resources for high-poverty areas as long as current services to disadvantaged students are not reduced. We recommend that Congress use triggers to phase in targeting, along with substantial increases in appropriations. Congress also should consider authorizing a $500 million incentive grant program for school-wide

projects that could immediately increase funds for high poverty schools independent of local grant formula changes.

2. Corrective Action.—a. Punitive Nature. NSBA believes federal education law should respect and enhance local and state governance of education. We strongly oppose the Administration's punitive and antidemocratic approach to school improvement embodied in their Title I corrective action provisions which call for state takeovers of local school districts, including ousting school board members and superintendents. While presented as an accountability measure, the Administration's provisions ignore that fact that over 96 percent of local school board members are elected and directly accountable to local parents and taxpayers for the quality of school programs. The state corrective action provisions do not respect the democratic nature of local school governance and they also establish bad precedent in federal law for any local government that fails to meet federal program criteria.

b. Counter-productive. These heavy-handed measures are a great disincentive for the local innovation and flexible use of federal resources supposedly being encouraged by this bill. In fact, they actively discourage risk-taking—or even seeking Title I funding. The corrective action provisions foster scapegoating of local government for federal and state policy failures like inequitable school finance, inadequate resources, and poorly conceived mandated reforms which can negatively affect the well being and educational performance of poor children. Clearly, these provisions are counterproductive and will undermine the partnership among levels of government needed to carry out effective school improvement for poor students. They should be removed.

c. Transition Period. These draconian provisions also fail to recognize any extenuating circumstances school districts might face. A major example are the significant changes the Goals 2000 Act will create as states begin adopting new content and performance standards in nine subject areas across twelve grade levels. This, in turn, will require extensive staff development activities, acquisition of new textbooks and classroom materials, and development of new assessment tools that are valid and reliable. Yet during this multi-year transition period, school systems will unjustifiably find themselves subject to punitive corrective actions for failure to make progress after three years.

d. Collaborative Action. Instead of corrective action, local school board members advocate collaborative actions on the part of state and local educational agencies to improve the performance of local Title I programs. These collaborative actions can include comprehensive agreements by the state and local school boards to work with other agencies to provide needed services, implement broad reform programs such as public schools of choice and public charter schools, waive costly duplicative state mandates,and develop and update state/local improvement strategies. We urge the federal government to support collaborative efforts to strengthen local school boards, not seek to abolish them.

3. School-Wide Projects.—We support the Administration's proposal for lowering the eligibility threshold for Chapter 1 school-wide projects to 50 percent to allow significantly more schools to design comprehensive school improvement projects for their disadvantaged students. The school-side project option can be a showcase for innovation and flexibility in federal education programs. It allows education to abandon overly restrictive models of compensatory education, like the pull-out model, whose main justification is success in audit compliance, not improved education outcomes. Instead it encourages site-based management and integration of supplemental programs with the regular education program. Another great advantage is that it promotes fundamental instructional reform to the benefit of large numbers of disadvantaged students in the school while allowing all students in a school to benefit from Chapter 1 funds.

4. Chapter 1 Assessment.—The Chapter 1 program requires by law a complex assessment process for accountability at the student, school, district, state and national level. An unfortunate consequence of this has been over reliance on norm referenced tests to the detriment of students and instructional quality.Another consequence has been much wasted energy and funds spent gathering aggregate test data of little utility to practitioners or policymakers. NSBA supports the use of sampling techniques to gather national assessment data and the use of multiple measures of student and school outcomes. We do not support a complete ban on norm referenced tests in Chapter 1 because, if used properly, they can be a cost-effective component of a comprehensive assessment strategy.

B. Chapter 2

1. Oppose Elimination.—NSBA strongly opposes the Administration's proposal in Title II to eliminate the Chapter 2 school improvement program in order to fund a single purpose professional development grant program. While we support addi-

tional federal funds for professional development, it should not be at the expense of a program which has proven itself as flexible, simple to administer, and highly responsive to local priorities for school improvement.

2. Local Reform.—Under Chapter 2, local school districts can assess their own priority needs and design improvement projects without waiting for the state or federal government to create a new categorical program of assistance and without complicated applications and burdensome regulations. Chapter 2 is also the only federal education program that invests in education improvement for all students in all schools. Eliminating Chapter 2 would leave the great majority of local school districts without federal support to undertake school reform initiatives since the Goals 2000 Act creates only a very limited competitive grant program for local school districts. A well-funded Chapter 2 program can be the primary vehicle for assisting local school districts meet the challenges of revising their curricula, modernizing instructional equipment and materials, and training staff required by school reform under Goals 2000.

3. Recommendations.—NSBA recommends that the program purposes of Chapter 2 be amended and updated to include assisting local schools achieve the eight national education goals enacted in Goals 2000. These include: readiness for school; school completion; student achievement and citizenship; science and mathematics excellence; adult literacy and lifelong learning; safe, disciplined and drug-free schools; teacher development; and parent involvement. The purposes also should include programs to develop, disseminate, and implement system-wide school improvement, including adoption of new curricular frameworks, assessments, and model activities and acquisition of new instructional equipment and materials. NSBA recommends that the authorized funding level for Chapter 2 be increased to $1.5 billion, an increase of approximately $1 billion over current appropriations. The local school district share should increase from 80 percent to 85 percent and when the appropriations reach $750 million, to 90 percent. This is an effective way to assist systemic reform at the local level without expanding bureaucracy and increasing regulatory burdens.

C. A Strengthened Immigrant Education Program

Current federal education programs do not adequately accommodate the influx of children with great educational needs now entering many communities as a result of national immigration policies beyond their control. When considering aid for immigrant education, we ask the Committee to distinguish between a national policy on immigration and a national policy on services to immigrant children once they are in our schools. Most of these children will stay in this country permanently and we must decide how best to insure that they can become productive members of our communities.

NSBA is greatly concerned by the Administration's proposal to markedly downsize the federal commitment to immigrant education in Title VII in the face of burgeoning demands on local school districts by immigrant students and their families and the potential impact on the quality of education available to other students. NSBA urgently recommends that Congress reauthorize an expanded $500 million Immigrant Education Assistance Act as a major program of financial assistance to local education agencies to meet the general education costs, including special education and enculturation needs of immigrant students located in school districts that have relatively high numbers or percentages of such students. Funds would be used for services and activities for immigrant students who have been in this country three years or less. Services would include basic instructional programs, supplemental programs, English instruction, cultural adjustment programs, coordination of social services, preschool programs, dropout prevention, school-to-work transition, adult education, and school construction and renovation. In addition, NSBA also recommends removal of restrictions on serving limited-English proficient students through the Chapter 1 program provided adequate resources also are made available.

D. Impact Aid

The Impact Aid program has provided critical resources to local school districts for the education of federally-connected children for over 40 years. At the local level, it operates extremely cost effectively. But at the federal level, the program has become overly complex, riddled with special provisions, and chronically underfunded. NSBA supports the efforts of the National Association of Federally Impacted Schools (NAFIS) to form a consensus among local school districts for overhauling the program. We generally support the NAFIS proposal to simplify the program formula and make allocations better reflect the financial needs of local school districts.

By dropping payments for "b" children in S. 1513, the Administration walks away from the federal government's commitment to assist local school districts impacted by federal activity. NSBA opposes the Administration's proposal and urges the Committee to adopt the more balanced proposal developed by NAFIS.

E. Educational Technology.

In addition, NSBA urges the Committee to adopt new measures to provide local school districts with assistance for the acquisition and installation of current educational technology. In Title III, S. 1513 makes only a modest commitment to investing in technology research and development. NSBA believes local school districts now also need significant direct assistance in applying technology to the management and instructional challenges of school reform. NSBA recommends that the Committee incorporate S. 1040, the Technology Education Assistance Act into its ESEA bill.

V. OTHER GENERAL POLICY RECOMMENDATIONS

A. Increase Federal Investment

Through its ability to set authorized funding levels, the Committee has the opportunity in this reauthorization to make education a major priority in the federal budget. The time has come for the federal government to become a full partner with states and localities in meeting the needs of our children and youth for equity and excellence in education. The challenge of global economic competition and the recent enactment of ambitious National Education Goals make increased federal investment in education a compelling national priority. The current investment of only about five percent of the total cost of K-12 education—barely one percent of the federal budget—will not meet the challenges of the 21st century. Nor will the Administration's proposal for a one-time ten percent increase in Chapter 1. Our recommendations include at least $4 billion to expand Chapter 1 and Chapter 2, and $3 billion more for new or expanded categorical programs in the following priority areas: coordinated education support services for at-risk youth, immigrant education, urban education, rural education, and educational technology. This investment would be in step with the first year of the Jeffords/Dodd sense of the Senate amendment to increase the share of the federal budget for education by one percent for the next ten years.

B. Increase Local Flexibility

Increased flexibility in the administration and funding of local projects, such as the expansion of Chapter 1 school-wide project eligibility proposed by the Administration, would greatly improve the effectiveness of federal education programs. NSBA also supports further efforts to consolidate federal grant funding at the local level, including the Administration's proposal for consolidated grant applications, as long as children in need are being served as intended under the basic categorical programs. NSBA opposes consolidation proposals to eliminate the original line item authorizations for major categorical programs at the federal level; transfer to the state level the authority to consolidate locally operated federal programs; or condition locally determined consolidation to new bureaucratic procedures or regulations apart from universal accounting procedures.

C. Limit Federal Financing of State Bureaucracy

NSBA is concerned that the federal government has increasingly become the primary underwriter of state education agencies, paying for activities that state governments do not value sufficiently to fund. State matching funds should be required if federal law expands state level activities.

VI. CONCLUSION

This reauthorization of ESEA is occurring after almost thirty years of positive experience with large-scale federal assistance for elementary and secondary education. While ESEA has made great strides in compensating for the unequal education opportunities of the past, it now faces the new and rigorous economic challenges of the future. NSBA urges the Committee to give serious consideration to the recommendations in this testimony for improving, updating, and expanding the federal role in education to prepare our school children for the 21st century.

Thank you for this opportunity to testify.

[Additional material is retained in the files of the committee.]

PREPARED STATEMENT OF WINFRED COTTMAN

Good morning Chairman Pell, Senator Mikulski and distinguished members of the Subcommittee. My name is Winfred Cottman and I am the program director for the Dropout Demonstration Assistance Program of the Baltimore City Public Schools. I am honored to appear today before this prestigious Subcommittee to testify on the reauthorization of the School Dropout Demonstration Assistance Program.

It is my pleasure to inform this distinguished panel, which created the school dropout program, and particularly its originator and author, Senator Pell, that this effort has helped thousands of young people in Baltimore City and in other school districts nationwide to complete their secondary education and to become productive members of their respective communities.

The School Dropout Demonstration Assistance Act as originally crafted by the Committee recognized that over one-third of the nation's dropouts can be found in approximately one percent of the nation's school systems. Therefore, demonstrations of effective practices in school dropout prevention and dropout reenrollment in just the 180 largest school systems of the country hold the promise of positively impacting upon a enormous segment of the national dropout population. Additionally, from a practical perspective, the Committee has created in the current act a very appropriate competition,where small school districts do not compete against large school systems for grant awards. School systems of similar size and with similar problems compete against their own counterparts to develop and implement the most effective dropout demonstration programs.

The Baltimore City Public Schools, with an enrollment of 113,000 has competed successfully in competition with school districts of a like size.

There are seven schools in Baltimore City currently participating in our program. We have found that potential dropouts in our system can be identified as early as the third grade. By having a schoowide focus on prevention and early intervention, on improvement of classroom practice, on constant, curriculum-based assessment of students and of the program itself, can yield significant benefits for children.

Each year 3 million confident, eager, and motivated six year olds enter our public school system. Somewhere between kindergarten and third grade many students lose that confidence, eagerness and motivation. Research proves that the Success For All strategies of early intervention and prevention provides the way to meet success. The dropout prevention grant provides the means to implement that success. With the following components in place, preschool and kindergarten, 8-week assessments, family support teams, and in-school facilitators, learning problems are immediately identified and intensely remediated.

Programs like Chapter I cannot provide the same type of comprehensive services for potential dropouts. The four elementary schools currently involved in our program are all schoolwide Chapter I sites without the added funds provided by the School Dropout Demonstration program, none of the support services (Early Intervention, Family Support, Staff Development, books, etc.) could be provided for our students. I have very few recommendations for this Subcommittee in the reauthorization of the School Dropout Demonstration Assistance Act. I am here to inform you that this is a program that works well in Baltimore City as well as in other communities, based on data shared with me from colleagues in the field. I am compelled to state that I am surprised and somewhat disheartened that the Administration did not include this program in its reauthorization proposal to Congress. The school dropout problem is, sadly, still paramount and an issue that impacts of all of us. Virtually every major health and human service issue can point to our dropout rate as a root cause.

The recently enacted Goals 2000 legislation recognizes that the resolution of the dropout problem is one of our primary national education goals. We are not even close to being able to claim victory. In fact, in the short run, the higher standards and more rigorous course and graduation requirements envisioned in Goals 2000 may well increase the pressures on already at-risk young people and actually result in an increasing number of school dropouts. With this in mind, dropout prevention initiatives will become more critical than ever before.

Now is not the time to fold our tents and retreat from the only Federal government program which specifically addresses the complex reasons why children drop-out of school. On behalf of the Baltimore City Public Schools and our national association, the Council of the Great City Schools, I strongly recommend that the Subcommittee reauthorize the School Dropout Demonstration Assistance Act, and maintain or even expand the program's operation through the year 2000. Please do not allow this school dropout program to vanish from its very visible place on the national education agenda, as a distinct title and focus under the Elementary and Secondary Education Act. If that becomes the case, if we decide to lose our focus and technically dropout of the picture ourselves, the numbers of dropouts we are dealing with at present will escalate to a point where this crisis will become a national disgrace.

Continue to give us the support to deal with this concern while we still have a chance to save our youth.

Thank you.

DROPOUT DEMONSTRATION ASSISTANCE PROGRAM

FACT SHEET

There are 200,000 people in Baltimore City, out of a population of approximately 700,000, deemed functionally illiterate.

The definition of "functional illiteracy" is constantly changing, with high school dropouts at the hear of the problem.

It is projected that by the year 2000, any adult without some college or at least 13 years of formal education, will be considered functionally illiterate.

The concept of a so-called high school dropout is not necessarily the level that most threatens our way of life. Rather, the level at which an adult can or can not function in this society is what we must be concerned.

Rather than decrease our services, we must increase our reach and provide basic skill assistance and more advanced subject matter, plus mentoring and tutoring resources, for a much broader segment of our student population.

There is also the need to determine whether we are mandated to cut off the age at which the dropouts are not longer eligible for assistance.

Dropouts, or so-called illiterates, comprise our prison populations, our drug culture populations, our armies of unemployed, our homeless population—the vast numbers of disenfranchised Americans programs such as this one are attempting to reach.

It is not enough to merely assist dropouts. We must understand why education failed them. We must understand how to reach them with knowledge when they are appreciably older than students receiving similar instruction. We must deal with them as young adults in all likelihood out of the mainstream, with little hope of rejoining it in any constructive fashion.

We simply cannot evolve into a society where millions of its numbers are place less based on educational limitations. We pay the price in myriad of ways when we allow these persons not only to drop out of school, but out of society as well.

PREPARED STATEMENT OF SHIRL E. GILBERT

Good morning Chairman Pell and members of the Subcommittee. My name is Shirl Gilbert and I am the Superintendent of the Indianapolis Public Schools. I appreciate the opportunity to testify today before this distinguished Subcommittee on the federal Magnet Schools Assistance Program, one of the most important programs in this reauthorization bill from my perspective.

I am testifying today on behalf of the Council of the Great City Schools, which is composed of 49 of the country largest urban public school systems. The Council's members serve about 5.4 million inner city youngsters, or about 13% of the nation's total elementary and secondary school enrollment. Each day our 49 Great City school systems educate approximately 25% of the nation's poor children, 36% of the nation's limited-English proficient children, 37% of the African-American children, 32% of the Hispanic children, and 22.2% of the Asian-American children. Some 56% of our average enrollment is eligible for the free lunch program.

Any program which makes a positive impact on inner city schools provides a significant contribution to the improvement of the nation's educational system. The Magnet School Assistance Program is one such significant initiative.

This program is the last remaining federally-funded remedy to directly support school desegregation. We no longer have the Emergency School Aid Act, the Special Projects Program, the Metropolitan Projects Program, or the like, which provided nearly $1¼ billion for school desegregation a decade ago. Consequently, the Magnet Schools Program is important both substantively and symbolically to demonstrate the continuing commitment of the Federal government to school desegregation.

In Indianapolis, we are going through a new student assignment process that is part of our district's court approved school desegregation plan. This student assignment process which we call the Indianapolis Public Schools Select Schools Plan is a controlled choice method of student assignment designed to:

1. expand parental decision making and allow parents to be more substantially involved in the selection of the school or magnet their child attends

2. recouple schools to the communities around them, and

3. improve student achievement through school initiated program plan development and implementation.

A key component of the Indianapolis Public Schools desegregation plan which was first implemented in 1978, are magnet schools at the elementary, middle, and high school levels. Currently, we operate seven magnet school programs at the elementary level, six magnet school programs at the middle school level, and seven magnet school programs at the high school level. These twenty magnet school programs over the past thirteen years have helped to strengthen community support for public education, while also helping to maintain racial balance at each magnet school site.

Since the implementation of our first magnet schools in 1978, our school district with a population of over 46,000 students has added new magnet schools which have helped reduce racial isolation in schools. Magnet programs such as the Key School elementary magnet, based on Howard Gardner's theory of multiple intelligences, has attracted parents to its downtown, inner city, school site. Additionally magnet schools such as the elementary Cold Spring Academic Academy Magnet helped to reinforce the belief that parents will send their child to a school if a quality educational program is offered.

But, these magnet programs do not come cheap. The Indianapolis Public Schools was able to implement the aforementioned magnets and also add or modify eight magnet programs with funding through the federal Magnet School Assistance Program. If these funds had not been available, it would not have been financially possible for our district to support the costly venture of starting new magnets or making modifications to existing magnet programs.

Although funding through the Magnet Schools Assistance Program was instrumental to our magnet growth, financially our district continues to allocate substantial district funds in costly areas such as salaries, fringe benefits, transportation, remodeling, recruiting, etc. for magnets. We, as an urban school district have had no additional financial support from the state level for magnet schools. The State recognizes many of our magnet schools as "Model" Schools. However, State policy makers have not seen fit to provide funding to support these initiatives. We, therefore, need to continue a strong federal financial presence in magnet school assistance.

The Council of the Great City Schools has been one of the staunchest supporters of President Clinton's ESEA Reauthorization proposals. We have lauded its tone, themes and focus. We welcome its emphases on increasing academic performance, targeting of funding on those most in need, and enhancing accountability. In that spirit, the Council continues to express some observations and suggestions for strengthening the bill, and particularly with regard to the Magnet Schools Program.

The current Magnet Schools Program is one of the most popular programs in the U.S. Department of Education. For every two year funding cycle the Department receives hundreds of millions of dollars in school district applications which exceed the approximately $ 110 million program appropriation. The program not only fosters school desegregation, but does so in an educational context which garners support from virtually all segments of the community. While the program and the magnet school concept is not a panacea, it does provide one very solid tool for facilitating both desegregation and academic improvement.

Therefore, my Great City colleagues and I are somewhat puzzled at the substantial changes which the Department of Education has requested in this solid program. We are equally puzzled at the origin of the proposed findings upon which those recommended changes apparently are based. The proposed changes go to the heart of this competitive grant program, since at the pragmatic level it is the competitive review points and priorities which determine whether a school district is funded or not. While the Council supports extending a priority to desegregation plans which are costly and difficult to implement, the remaining priorities in section 5108 of the Department of Education's proposal are new and unnecessary in our opinion. The Department is recommending to fix a program which is not broken!

There are multiple valid criteria for selection of students to attend magnet programs, and we cannot understand why education by lottery is the only. one afforded a special priority. Further, conditioning funding priority on comprehensive plans involving housing desegregation and community renewal takes the program design out of the educational arena into political areas entirely beyond the control of our schools and their policy makers. The Department also recommends additional priority points for innovation, while I would respectfully suggest that new, does not necessarily ensure better. It seems more appropriate to limit the proliferation of additional priority considerations, and allow the best and most promising magnet school project proposals to compete openly in order to demonstrate their educational and desegregation?relate? impact. Additionally, let me forthrightly say that the proposed matching share of up to 30% of program costs is very problematic for our financially-strapped city schools—there is no reason to add a matching requirement to current law.

Other areas in which interpretations have left educators uncertain in designing their magnet school applications have not been addressed or clarified in the Department of Education's proposal. Support for paraprofessionals has been an uncertain area. In particular programs, non-certified personnel often have very important roles. Nurses or health care technicians could be excluded from funding in an allied health professions magnet under the proposed use of funds, as could a retired CEO in a business magnet program, or an artist in a creative arts magnet project. The use of consultants appears to be prohibited in program applications, which seems to suggest that educators don't need any outside expert assistance or are unable to determine how to secure the best available assistance in the implementation of our program. Finally, the grant amount limitation in section 5110(d) is being interpreted as unchanged from current law, but the term grant cycle remains undefined and, therefore, a concern.

In summary, the Federal government has been the primary force in the desegregation of the American education system. It continues to be the right thing to do, as well as continues to be a very costly endeavor. The financial assistance provided by the Federal government under the Magnet School Program is modest in comparison, but nonetheless important in impact and tone. The program has worked well since its authorization in 1984. The program does not need the multiple revisions recommended by the Department of Education, which may turn the program in directions which cannot be entirely anticipated by reading their proposed language. Certainly many of the Great Cities will not be able to continue to participate in the program under the proposed priorities. The Council of the Great City Schools, therefore, recommends only minor interpretational clarifications in the reauthorization which will serve to strengthen funded programs rather than redirect their efforts.

PREPARED STATEMENT OF KENJI HAKUTA

It is an honor to appear before this subcommittee to testify about how E.S.E.A can be improved on behalf of students who come to school with limited proficiency in English. I come here as a Professor of Education at Stanford University, now with a record of 21 years as a researcher on the development of bilingual children and their schools. I also come here as the Chair of a independent group of 22 individuals, collectively known as the Stanford Working Group on Federal Education Programs for Limited English Proficient Students.

Let me begin by congratulating you on the successful passage of Goals 2000. (I note with great pleasure that foreign language has been included as one of the content areas.) I believe that Goals 2000 provides a guiding framework for the task in front of us—E.S.E.A—and raises the stakes for ensuring that L.E.P. students are fully included as beneficiaries to the new paradigm of what we have come to know as "systemic reform."

Now, let me turn to the Stanford Working Group. The Working Group, through our cumulative and collective experiences, embodies just about all aspects of education. To understand the existing conditions and the obstacles to reform that confront L.E.P. students, we drew on our experiences as master teachers, teacher educators, local, state and federal education administrators, advocates and researchers, while consulting widely with other knowledgeable individuals and data sources. The resulting synthesis and recommendations are contained in our report, Blueprint for the Second Generation, which was released last summer.

We have been guided by two overarching principles for our analyses and recommendations:

Principle 1. Language-minority students must be provided with an equal opportunity to learn the same challenging content and high-level skills that school reform movements advocate for all students.

Principle 2. Proficiency in two or more languages should be promoted for all American students.

These principles represent a marked departure from common practice. Currently, the educational opportunities and outcomes for a large proportion of the approximately 3.3 million L.E.P. students in the United States are not good. Languishing in school programs with low academic expectations and lack of attention to higher order learning, may language-minority students are behind their peers in content areas at a time when performance standards are being raised throughout the Nation. This situation is exacerbated by a single-minded focus on teaching English as quickly as possible, which has served as a distraction from the need to focus on the delivery of academic content. And finally, most bilingual programs do not offer students the opportunity to fully develop their capacity in two languages at a time when the nation critically needs a multilingual work force.

Our review of the legislative and programmatic records of Chapter 1 and Title VII, while clearly noting the contributions of these efforts, indicated areas of great concern. At a general level, a mindset persists that views L.E.P. students' languages and cultures as obstacles to achievement—as academic deficits—rather than as potential strengths to build upon. This mindset permeates legislation, policy, planning, and practice despite strong evidence from educational research and practice that it is wrong.

Now, let me be more specific level and speak with respect to E.S.E.A The key is to overcome the current fragmentation of educational services for L.E.P. students.

With respect to Chapter 1, it is critical to ensure that L.E.P. students have increased access to Chapter 1 programs. We propose targeting funds to high poverty schools or districts, requiring that all eligible L.E.P. students be equitably selected for Chapter 1 services, and ensuring that instruction, materials and opportunities for parental participation are adapted to the unique needs of L.E.P. students. At the same time, it is critical to establish accountability for the needs of L.E.P. students even while they are exempted from the assessment requirements due to the unavailability of appropriate tests. Otherwise, we simply will not know how well these students are being served.

With respect to Title VII, the key issues are how best to invest the scarce funds to guide and leverage systemwide reform to give L.E.P. students access to a challenging education and how to maintain a focus on billngualism as a national and local resource. We recommend that states play a more responsible role in Title VII projects, and that they be within the framework of the State plan with Chapter 1, migrant education, and other Federal, State, and local efforts.

The details of our recommendations are contained in the full report, which I respectfully submit for the record.

In closing, let me suggest four key points that I hope will guide the reauthorization process.

First, E.S.E.A. funds are scarce funds. They must be invested wisely, in ways that build the capacity of local and state systems to address the needs of the students intended to be served by these programs.

Second, the movement to raise standards for all students must really mean all students. L.E.P. children are a growing proportion of the U.S. student population; we can and should draw upon our collective know-how to ensure their full inclusion in reform efforts.

Third, we have been trapped in the past in a endless and often fruitless debate over the best language of instruction. I hope that this reauthorization can rise above this tired issue, so that we can turn our attention to more substantive problems—how to provide language minority students with a equal opportunity to learn challenging content and high level skills.

And finally, please allow me to underscore the fact that L.E.P. students represent our best hope for high level national competence in foreign laguages—these include not just Spanish, but may languages that are so critical for us to have in our national repertoire, yet are so difficult for native speakers of English to learn. Let's not waste the opportunities that the native speakers of all these languages bring to this country.

Thank you for your attention.

PREPARED STATEMENT OF JUDY M. THORNE

Chairman Pell, thank you and the Members of the Subcommittee on Education, Arts and Humanities for the opportunity to testify before you about the reauthorization of the Elementary and Secondary Education Act and more specifically about the Drug-Free Schools and Communities Act state and local programs. I am Dr. Judy Thorne, of the Research Triangle Institute in Durham, North Carolina. For the past five years I have been directing studies for the U.S. Department of Education of state and local programs funded under DFSCA. Our first project was a descriptive study of the initial implementation of DFSCA from 1987-1989. In fall 1990, we began a five-year study of the outcomes of state and local DFSCA programs. The broad purpose of this study is to answer two questions: (1) Do prevention programs for children and youth make a difference? and (2) What are the strategies for drug prevention that are most successful, under what conditions, and for which youth? Although the study is not yet completed, we have learned a great deal about prevention programs and their potential for effectiveness.

SUMMARY OF KEY POINTS

As an overview of my remarks, I present the following summary of key points:

First, as of 1991, nearly all school districts in the nation are participating in DFSCA and providing prevention and drug education to their students. Many districts have developed comprehensive approaches to prevention, including general prevention activities for all students and targeted support services for high-risk students, and are becomming mature enough to be accountable for making progress toward their goals. Many schools have given much consideration to reducing conflict and violence among their students. Most would see the incorporation of violence prevention into their programs as a natural next step.

Second, Governors' programs are providing high-quality services and are reaching youth that the schools have not reached or perhaps cannot reach.

Third, interventions for high-risk youth need to be intensive and extensive if they are to succeed in achieving positive outcomes. "Quick fixes" do not ameliorate the problems faced by youth or provide them with skills needed to make healthy decisions.

Fourth, both school and community-based programs need continued funding to maintain their progress toward the goal of safe and drug-free environments for our nation's youth.

Finally, evaluation of prevention programs is difficult but can be done. It is difficult because there are complex factors beyond the realm of the programs that influence behaviors about drugs and because the outcome measures depend heavily on self reports of behaviors and attitudes. Not every program should be required to conduct extensive evaluations, but programs should have measurable goals and a means to chart their progress toward the goals. Some targeted evaluations should be done as well as a national impact study.

I would like to tell you some of the things we have been learning about the DFSCA programs, starting with the Governors' programs and going on to the programs operated by state and local education agencies.

Our study of projects supported by Governors' DFSCA funds in 10 states across the country had two main components. The first was investigation of state roles and activities relative to the Governors' DFSCA funds for high-risk youth (HRY). Because we were interested in how the projects selected fit into a state's prevention efforts and in state influences on local project operations and effects, we also reviewed state-level priorities and procedures for selecting and working with the local HRY projects. Among the factors of interest at the state level were a state's criteria or guidelines for awarding Governor's funds to local projects, methods for selecting grantees, and whether the program had conducted an evaluation.

The second component of the Governors' study was visits to community-based projects that had been nominated by state officials responsible for Governors' HRY funds as effective or promising based on formal evaluations or other types of documentation. From the nominated projects, we selected a total of 25 that reflected diversity in types of high-risk youth targeted for services, project service designs, and locale.

THE STATE CONTEXT FOR HRY PROJECTS

Preliminary findings that emerge from analysis of our state-level interviews and document review include the following:

Local projects need a critical mass of funding to increase their likelihood of having positive impacts on the substance use/abuse behavior of high-risk youth. Most projects are dealing with youth who have extremely difficult problems; distributing small amounts of funding to large numbers of grantees does not provide the concentration of funds necessary for projects to make a difference in the lives of these youth.

In most states we visited, Governors' programs provide services to youth who are not reached, or reachable, by school systems. This pattern has developed because their target youth are not available to schools or because the services they provide are not compatible with the structure and mission of schools.

Governors' programs can accomplish more if they provide multiyear funding to projects, so long as recipients demonstrate appropriate services and outcomes.

According to most of the state-level officials interviewed during the study, the amount of funds available through the Governors' allocation for HRY awards is modest, given the magnitude of the problem of substance use and abuse among high-risk youth and the exacerbation of that problem by such related issues as gang violence, crime, and lack of alternatives for youth without adequate academic or vocational skills. In the states we visited, total state allocations for the Governors' HRY awards ranged from nearly $5 million to less than $200,000 per state. One of the key challenges states have faced is developing strategies, such as coordination with other funding sources or local matching requirements, that will "stretch" these funds as far as possible toward accomplishing the purposes of DFSCA while at the same time accommodating the state's priorities and political realities.

In the first few years of DFSCA, most states made large numbers of relatively small awards for HRY projects. Over time, many states have begun to concentrate funds through award of larger, multiyear grants, including some demonstration projects to test innovative strategies for addressing particular problems. Overall, seven of the 10 states we visited have come to recognize that the complexity of the problems addressed dictates more concentrated funding if measurable outcomes are to occur, while four states place no limit on the number of years an individual project can receive funding.

In most of the states we visited, the Governors' local projects are providing services for high-risk youth that are properly located in the community rather than in the schools.While most of the states stress coordination and collaboration between community-based providers and local schools, it would be difficult for schools to deliver all of the services provided with HRY funds for several reasons. First, targeted groups may be alienated from, or for other reasons unavailable to, schools. Such is the case with projects that target dropouts. In another example, the projects that serve adjudicated youth work closely with the schools to make attendance a condition of project participation. These projects are also implementing parent groups on weekends, extensive involvement with other community resources such as mental health, and other activities that would seem more easily implemented in the community.

In other instances, the services needed are not easily implemented in a school structure. For example, projects that provide prevention services in the context of temporary shelter or longer term residential services to youth experiencing neglect or abuse in their homes require staff and other resources that may not be readily available through schools or districts. Some such projects we visited have to make arrangements to obtain foster care status for youth they serve, which involves fairly intensive coordination with other community resources as well.

Analogous to the need for "critical mass" funding is the perception in some of the states we visited that achievement of measurable outcomes is a lengthy undertaking: for projects targeting individuals, the effort is likely to take several years, and for those targeting community mores, it is likely to take much longer. For this reason, some states have elected to implement a policy of multiyear funding for projects that can demonstrate acceptable progress toward goals. In one state, for example, an interagency task force makes initial grant awards to projects. If performance warrants continued funding, the task force transfers long-term administrative responsibility for the project to the most appropriate individual agency (e.g., social services, substance abuse) represented on the task force.

While most states encourage projects to obtain funding from other sources in addition to HRY support, at the same time they recognize that a "seed money" strategy may not work.That is, in many instances local service delivery projects are simply not able to generate other sources of stable funding at the end of a one or three-year period. Hence, if these projects are to continue to meet their goals for individuals (or communities), funding must be available over a longer period.

In sum, the issue appears to be whether states view the HRY funds as developmental, targeted to problems that are amenable to solution once a design is in place, or as ongoing, with a continuous "stream" of high-risk youth needing prevention and early intervention services to facilitate their development into healthy, productive members of society. Severalof the states we visited started out funding "developmental" projects (e.g., community mobilization) but have, as they gained experience with DFSCA, moved toward longer term support to address relatively intractable problems. This trend suggests that states are recognizing the need for a stable source of funds to address the needs of high-risk youth and have become convinced that the Governors' DFSCA funds are one of the few available sources of such support.

WHAT WORKS IN PREVENTION AND EARLY INTERVENTION FOR HIGH-RISK YOUTH

Preliminary findings regarding what works for high-risk youth based on our visits to 25 projects include the following:

Interventions need to be intensive and extensive if they are to succeed in achieving positive outcomes. "Quick fixes" do not ameliorate the problems faced by youth or provide them with skills needed to make healthy decisions.

Projects that focus their services on particular target groups (e.g., pregnant or parenting teens, minority youth) seem effective in making a difference for participants.

Many of the projects we visited provide "safe havens" for high-risk youth, on the notion that getting them out of risky environments will facilitate the overall effectiveness of prevention and intervention services.

An emphasis on viable parental involvement appears to increase the overall effectiveness of project services, particularly in projects for adjudicated youth and young children.

To ensure that youth with multidimensional problems receive services they need, projects need to develop collaborative relationships with schools and other community services.

Projects for high-risk youth need to go where the youth are.

Many of the youth targeted for services by the 25 projects we visited are adolescents who have experienced years of school failure, family or personal problems, and other issues that have increased their risk of substance use or abuse. Further, most are characterized by multiple risk factors (e.g., pregnancy or motherhood combined with a history of neglect or abuse, substance-abusing parents, and dropping out of school). Recognizing the multidimensional problems of such youth, projects have developed service designs whose intent is to tackle the range of problems, either through direct services or through referral to appropriate community resources.

For example, The Center for Adolescent Parents (T.C.A.P.) in Tucson, Arizona, serves pregnant or parenting teens from age 16 to 19, who have dropped out of school and lack academic, vocational, and life skills. Youth attend the project from 8 am. to 2 p.m. four days a week; average duration is seven months. The project provides child care and parenting training, GED preparation and adult basic education, substance use/abuse prevention and intervention services, goal setting and life skills instruction, vocational assessment and training in home maintenance and repair, employability development, counseling, and referral to needed services (housing, food stamps, medical care). The project also pays transportation and meals for participants and their children. In a sense, the project is filling the roles of school and family for participants, attempting to provide the supports necessary for these young women to develop healthy lifestyles and decisionmaking skills that will facilitate their entry into good jobs or postsecondary training that will in turn help them become responsible for themselves and their children. This project has experienced considerable success, in terms of participant outcomes, but the multiservice design is relatively expensive, with some participants requiring as long as one and one-half to two years of services. Further, the need is considerably greater than the project's resources; the director commented that the waiting list for the project's 20 slots has over 80 persons on it, and the demand for services is increasing over time. The challenges faced by this and other projects serving high-risk youth are to identify the necessary long-term resources and to develop effective community linkages that will enable the project to address the substance use/abuse issues of participants within the framework of multiple service needs.

A number of the projects we visited target particular "subgroups" of high-risk youth. T.C.A.P. is a good example of projects that target pregnant and parenting teens, as are the Women's Action Alliance in New York City, and the Healthy Infant/Capable Adolescent Project in Cheyenne, Wyoming. Other specific groups targeted by projects we visited include adjudicated youth, racial or ethnic minorities including Hmong youth, Native Americans, African-Americans, and Appalachian youth living in inner cities. The projects for Hmong and Native American youth have implemented culturally relevant activities as a vehicle for substance use/abuse prevention. As noted by the director of Earn Your Feather in rural North Carolina, the effectiveness of culturally relevant activities is apparent in the high level of youth participation in and community support of the project. Similarly, the Hmong Youth Pride project in St. Paul, Minnesota, has been able to attract and keep volunteers for its mentor program as well as experiencing considerable popularity with the youth targeted for services. The advantage of projects such as these is their ability to focus resources on identifying and responding to the specific needs of groups that have similar interests and needs, using those similarities as a vehicle to attack the problem of substance use and abuse.

Many of the projects we visited articulated the importance of providing a "safe haven" for high-risk youth, creating a place and an atmosphere in which youth are protected, at least temporarily, from the risks that characterize their normal surroundings. Staff of many of these projects noted that such safety substantially facilitates the overall effectiveness of prevention and intervention services. Projects whose conscious intent is to provide this type of situation for their participants range widely along most dimensions. California's Friday Night Live projects, for example, involve establishment of youth centers where kids can "hang out" in a drug-free environment, have dances, shoot pool, and generally not have to worry about drugs, crime, and violence. Arizona's Phoenix Youth at Risk takes participants out of their environment to a week's outdoor residential course, intended to begin a long-term process of inculcating responsibility and self-efficacy in youth whose lives have been characterized by personal and social dysfunction. The project follows this experience up with activities at the Phoenix center as well as with an intensive mentoring program whose intent is to provide role models and supports that will facilitate the project's prevention intent.

Many of the projects we visited place formal emphasis on parent involvement in prevention and other services of the project. In particular, the projects for adjudicated youth,such as the Comprehensive Awareness Program (CAP) in LaGrange, Georgia, and the Essex County Juvenile Diversion Program in Salem, Massachusetts, require parents to participate in parenting education classes, group counseling, and other activities as a condition of the youth's eligibility. Given the benefits to youth participants of these projects (successful completion means removal of their cases from court records), the requirement of parental involvement as one means of prevention and intervention provides substantial leverage. Evidence of the efficacy of this approach includes CAP's finding that participation reduced the number of assignments to the regional detention center, and relatively few participants became repeat offenders.

Other projects that require family involvement are those involving young children. Vidas de Valor in Tucson, Arizona, for example, provides prevention education to preschool children living in a community characterized by substantial crime, poverty, and gang activity. This intensive project requires that parents participate in workshops and forums, along with home visits, all of which intend to develop parenting skills and reduce the incidence of substance use and abuse in the home.

While many of the projects we visited are serving youth who are no longer in school, a substantial number work with youth who are still in school or whom the project staff are trying to return to school. Nearly all projects have developed formal coordination with local schools, along with other local services, in their attempts to ensure the availability of a range of services needed by high-risk youth. Some, such as the projects for adjudicated youth, require school attendance as a condition of participation. Others, like Attention Homes in Cheyenne, require attendance and acceptable performance at school as a condition of privileges for residents, such as allowance or permission to have a part-time job. In addition to the schools, most projects have established linkages with other community resources, including health and mental health services and housing, to meet needs of participants that are thought to be critical to reducing substance use/abuse problems. The lesson here is that most of these projects' participants experience multiple, interrelated service needs, and the effectiveness of substance use/abuse prevention and early intervention is largely dependent on meeting these needs. Given limitations in resources, effective community linkages to needed services are the only strategy for maximizing the likelihood that the prevention components of the projects will be effective.

Finally, projects need to go where the kids are. A good example is Boston's Streetworker project, which targets youth who are not in school and, given their personal circumstances, are not likely to seek services in the community. This project assigns staff to neighborhoods where young people spend time (street corners, arcades, playgrounds). They provide crisis intervention, identification and referral to needed services including treatment and prevention, and alternative activities (e.g., seminars, trips). In most neighborhoods streetworkers mediate disputes among rival gangs in their attempts to reach youth.

Other projects that take services to kids include inner city Los Angeles, the site of a gang reduction/prevention project, and lower East Side Manhattan, where the Women's Alliance provides myriad services to adolescent mothers and their children.

THE STATE CONTEXT FOR SCHOOL DISTRICT PREVENTION PROGRAMS

If the Governors' DFSCA program can be viewed as one branch of the Drug-Free Schools and Communities Act, then the prevention programs of the state and local education agencies form another, larger branch.

In 1989 as many as 22 percent of the country's school districts were not yet participating in DFSCA. Largely through the efforts of the state education agencies to assist the districts in joining consortia for prevention programs or getting them involved in other ways, more than 96 percent of the districts now participate. State education agencies provide training and technical assistance to district prevention programs commensurate with the number of state personnel they are able to devote to the program. The climate for school reform in a state and its districts plays an important role in the decisionmaking process about the prevention programs in the schools.

SCHOOL PREVENTION PROGRAMS

Our longitudinal study of the outcomes for over 10,000 youth, participating in prevention programs of differing types and intensities, is a little over half way to completion. The preliminary findings that have emerged thus far include the following:

Most school staff believe that alcohol presents the greatest problem for their students, and more students have used this drug than any other.

Large numbers of students are afraid of being harmed while in school.

Certain localities have greater needs for prevention programs. While some of the fifth and sixth grade students in every district were already using alcohol and other drugs, there was substantial variation across the districts in terms of the magnitude of the problem.

Virtually all schools and districts provide prevention instruction in the classroom. The area in which schools differ the most is in the number and type of other prevention services they provide. We have come to agree with many of the prevention staff we talk to that support services for students may well be the most essential components of school prevention programs.

Most school districts in our study are conducting evaluation activities as part of their prevention programs, and most are frustrated with the difficulties they have encountered.

Nearly every principal and teacher we have talked with in our visits to the school districts have expressed more concern about the use of alcohol among their students than any other drug. While they have differing opinions about the extent to which alcohol is already a problem for their students, all believe that alcohol will become a problem for many of them in the near future.

We have learned that alcohol use begins very early for some students. Consistent with findings of other studies, we found that among the sixth-grade students in our study, 46 percent had drunk an alcoholic beverage (other than a sip) in their lifetime, and 17 percent of them were current users of alcohol; that is, they had had a drink in the last 30 days.

Concern about violence at school seems to be common among teachers and students. In 1993 we asked the study's students (then sixth and seventh graders) about violence and safety in their schools. Thirty-five percent had been attacked or in a fight in the past six months. Forty-nine percent said they were sometimes afraid of being attacked or harmed at school.

Some localities have even greater needs for prevention and early intervention programs than others. We found substantial variation in the prevalence of drug use among fifth and sixth grade students at the baseline data collection. For example, while only 25 percent of fifth and sixth grade students in one district had ever used alcohol, as many as 55 percent of students in another district had done so. Similarly, in one district none of the fifth and sixth graders reported they had ever used marijuana, but nine percent in another district had already tried it.

While there are myriad differences in the prevention programs conducted by the school districts in the longitudinal study, nearly all of them include stand-alone classroom instruction aimed at preventing or reducing drug use. Districts differ, though, in the number of grade levels at which they provide student instruction (ranging from 5 to 13 grades) and in the number of classroom hours per year devoted to prevention (ranging from an estimated 5 hours to more than 40 hours). Commercially developed prevention curricula figure prominently in most of the districts' programs, and most use more than one commercial package. In addition, nearly all have incorporated locally developed instructional materials into their overall prevention programs.

As an example, prevention staff of the Jefferson County, Colorado, School District[1] provide curriculum training and technical assistance on demand to school staff, who may elect one of several commercial prevention curricula. In addition, the district prevention coordinator has developed or adapted several prevention services and activities and made them available districtwide. These include IMPROV (an improvisational theater activity for middle and high school students portraying situations that involve choices about drugs), conflict mediation, STARS (a high school student leadership program), and an annual poster contest sponsored and judged by the District Attorney's office.

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[1] Although we identify districts in our descriptions of their drug prevention education activities and services, we do not release district-level findings on student outcomes.

The largest and probably the most important differences we found in school prevention programs are in the components they provide in addition to student instruction—that is,activities and support systems such as individual counseling, student assistance programs, student support groups, peer counseling, conflict mediation, aftercare support, and student leadership training, among others.

The prevention coordinator for the Las Cruces, New Mexico, Public Schools believes that the need for student support is even greater than the need for mainstream prevention instruction. A large proportion of the prevention efforts in this district go toward training and assisting school staff to facilitate "care groups," small group settings in which students examine their own and others' attitudes about drugs, deal with personal issues, and learn drug-resistance and problem-solving skills along with self-respect. The district's prevention office also developed a support group program for students who have encountered problems related to alcohol and other drug use. The "insight" groups, conducted by specially trained prevention staff, focus on problems and consequences of chemical use and the benefits of abstinence.

As you know, the DFSCA encourages and even requires broad collaboration between the schools and other community organizations. We have been impressed with the level of community involvement in the prevention programs of the districts we have visited. D.A.R.E. programs conducted by police officers are probably the most visible form of participation of a community agency in the schools, and most of the districts in the study have a D.A.R.E. program in some or all of their elementary schools. Further, a majority of the districts have frequent contact with and support from other community groups and organizations that provide services to youth (e.g., county health, social services, mental health centers, district attorneys' offices, and juvenile justice agencies). Many of the schools have ongoing partnerships with community businesses and civic clubs and receive donations of materials and funds as well as personal participation in prevention activities. One of the strengths of DFSCA, it seems to me, is seen in the frequency with which local programs are able to provide more intensive and multifaceted services through coordination of resources.

In Louisiana, the East Baton Rouge Parish School District receives funds for prevention not only through DFSCA but through a local tab as well. This is an unusual situation, and we have not encountered it anywhere else. A result of widespread community support for their "I Care" program (the district's drug prevention program), this additional funding supports a large staff of "drug advisors" who provide not only instruction but support services throughout the district's 101 schools. Part of the effectiveness of this program in reducing student drug use is no doubt attributable to its high visibility and support in the community.

EVALUATION OF PROGRAM EFFECTIVENESS

Few of the people we have talked to are satisfied with the status of evaluation in prevention programs, but many of the study's districts have recently conducted needs assessments, program outcome evaluations, or both, for the purpose of program planning. The needs assessments included surveys of student drug use and attitudes; other components of needs assessments included staff surveys, school staff discussions, and parent meetings. Few of the districts described what could be considered formal evaluations of any portion of their programs, but nearly all districts reported using informal evaluation techniques such as subjective reports from teachers and principals, and these were incorporated into their program planning for successive years. The formal evaluations included such outcome measures as student attendance, suspensions/expulsions, dropout rates, teen pregnancy rates, and referrals to outside agencies in addition to self-reported drug use.

What is it we need to do to obtain. more definitive answers about what is effective in prevention programs? First, I think we need to recognize that the long-range goal for most prevention programs is to prevent or reduce drug use among the nation's youth. Second, the avenues to reaching that goal are not the same in every community.

It is difficult to measure progress toward the long-range goal because we have to rely mostly on self reports of drug use or abstinence. I believe that it is possible to get honest answers to a drug use survey by providing the right conditions for the survey, but I also believe that prevention programs need to define some shorter term goals, consistent with the differing approaches taken by their communities, and measure their progress toward those goals. I have already mentioned some of these types of measures; for example, student attendance, suspensions/expulsions, dropout rates, participation in support groups, referrals to outside agencies, involvement with law enforcement, recidivism among participants in adjudicated youth programs, rates of fetal alcohol syndrome or other drug-affected infants, and suicide rates.

Other problems frustrate our evaluation efforts, too. For school-based prevention programs, we seldom have control groups or even adequate comparison groups because schools must provide prevention programs for everyone, and rightly so. Further, programs seldom have sufficient resources for both services and evaluations. If evaluations are to overcome these problems, they must be built into the design and development of interventions. Programs need guidelines for evaluations supported through DFSCA and they need funds for that purpose. Finally, it may not be necessary for every prevention program to conduct an extensive evaluation. They should all be accountable for identifying measurable goals and monitoring their own progress. In addition, a national impact study, supplemented with targeted evaluations in each state, could provide the guidance needed for future directions in prevention.

CONCLUSION

Through the studies of the DFSCA programs that we have conducted at RTI, we have observed both school-based and community-based prevention programs for youth. We have seen services for the general population of students as well as services for target populations of high-risk youth. State agencies responsible for administering the DFSCA Part B programs have developed considerable expertise since the legislation's enactment in administering the program to increase its likelihood of having measurable effects for students in general, for high-risk youth, and for community capability to address substance use and abuse problems. Nevertheless, interviews at both state and local levels emphasize the extensiveness of unmet needs for prevention and early intervention services to youth.

In conclusion, I would like to restate the key points that I made at the beginning of my testimony:

First, as of 1991, nearly all school districts in the nation are participating in DFSCA and providing prevention and drug education to their students. Many districts have developed comprehensive approaches to prevention, including general prevention activities for all students and targeted support services for high-risk students, and are becoming mature enough to be accountable for making progress toward their goals. Many schools have given much consideration to reducing conflict and violence among their students. Most would see the incorporation of violence prevention into their programs as a natural next step.

Second, Governors' programs are providing high-quality services and are reaching youth that the schools have not reached or perhaps cannot reach.

-Third, interventions for high-risk youth need to be intensive and extensive if they are to succeed in achieving positive outcomes. "Quick fixes" do not ameliorate the problems faced by youth or provide them with skills needed to make healthy decisions.

Fourth, both school and community-based programs need continued funding to maintain their progress toward the goal of safe and drug-free environments for our nation's youth.

Finally, evaluation of prevention programs is difficult but can be done. It is difficult because there are complex factors beyond the realm of the programs that influence behaviors about drugs and because the outcome measures depend heavily on self reports of behaviors and attitudes. Not every program should be required to conduct extensive evaluations, but programs should have measurable goals and a means to chart their progress toward the goals. Some targeted evaluations should be done as well as a national impact study.

PREPARED STATEMENT OF ZOE ACOSTA

Mr. Chairman and Members of the Subcommittee, thank you for the opportunity to provide written testimony on behalf of migrant children. I am Zoe Acosta, Director of the Migrant Education Program in Region V, the largest agriculture county in Central California and I am representing the California Migrant Education Directors' Council. On behalf of the Council I am pleased to submit our testimony regarding the reauthorization of the Chapter I Migrant Education Program.

The California Migrant Education Directors' Council represents eighteen regional directors who are in charge of administering the Migrant Education program throughout California. Fourteen of these Regional Directors are responsible for programs with budgets and student populations larger than statewide programs in thirty other states. This Council also serves in an advisory capacity to the State Office of Migrant Education.

The Congress, through the programs in the Elementary and Secondary Education Act, has provided numerous educational opportunities to the children of migrant and seasonal farm workers. The Directors' Council applauds Congressmen Ford and Goodling for many of the changes in HR-6 and believes that these changes will ultimately provide for more focused and comprehensive services to migrant children throughout the country.

My testimony today will focus on our concerns regarding the flexibility allowed in the school-wide concept and the reduction of eligibility period for migrant students from six (6) to two (2) years. Our recommendations will be:

1. Flexibility to exempt the Migrant Education Program from the school-wide concept.
2. Eligibility to grant a four year eligibility period for migrant students, and,
3. Change the language regarding the Summer School formula from permissive to mandated as it relates to year round education.

1. Flexibility

As Regional Directors whose major responsibility is the education of migrant children, we are highly concerned by some of the proposals offered in this Reauthorization, as they will have a devastating effect on the quality of educational services provided to migrant children. The most detrimental proposal being forwarded in this reauthorization is the concept of greater flexibility through school-wide programs. While there may be certain programmatic and educational rationales for clustering federal categorical funds and utilizing a "holistic" approach in funding programs, the bottom line is that migrant students will be lost in the shuffle and excluded from services that are financed through resources that were meant to improve their education. For this reason, the California Migrant Education Directors' Council opposes the provision that allows districts to cluster programs and co-mingle funds as presently stated in HR 6.

As a way of introducing this important issue, particularly as it relates to migrant programs in California, it serves us well to revisit the findings outlined by a Statewide LEA Committee that was charged with completing a comprehensive study on the governance, management and operation of the California Migrant Education Program in 1979. A 12 point rationale was developed for a regional service delivery structure that is very germane to the clustering proposal.

The Regional structure:

1. Provides local control and flexibility needed to meet the unique needs of migrant students.
2. Provides a vehicle through which the State Department of Education can discharge its managerial responsibilities.
3. Helps participating school districts and other service agencies better serve migrant students.
4. Provides services to migrant children in districts where it would be economically and/or administratively difficult for the district to provide them.
5. Allows a greater percentage of the program budget to be dedicated to services to migrant children rather than to administrative costs.
6. Provides cost-effective services coordinated over a broad area and to a large number of recipients.
7. Fulfills an advocacy role for migrant children and their families.
8. Has developed into an educational, social service, and community oriented organization.
9. Converts per-capita funding into supplementary funding.
10. Has the flexibility to reallocate resources over a broad geographic area, particularly in cases of enrollment fluctuations.
11. Recognizes the importance of well-defined, well-organized Migrant Parent Advisory Councils.
12. Is in place and functioning effectively under supervision of LEAs.

Statewide LEA Study Committee (1980, April). Abstract of the future of migrant education in California.

A major concern in the early 1970's which led to the development of the regional structure was that of ensuring that migrant funds are used to address the needs of migrant students. Prior to the implementation of this regional structure state officials found that many school districts were misusing migrant funds. The same concern still exists today. If funds are clustered into one block grant, will migrant students receive services targeting their specific needs?

While many school districts have made honest and significant efforts in addressing the needs of migrant and/or LEP students through the basic program and other state categorical funds, the overall track record is quite dismal. A review of the Coordinated Compliance Review summary for 1990-91 reveals that the most common non-compliance items statewide, fell into the category that addresses the needs of limited English proficient students. These include:

1. No written policy on Chapter I parent involvement. (31)
2. LEP students assessed in L1 within 90 calendar days of enrollment. (52)
3. Not all LEP students requiring L1 academic instruction receive it. (51)
4. School site Bilingual Advisory Council not functioning as required. (37)
5. LEP students not tested in English within 30 school days by bilingual staff. (34)
6. Not all LEP students requiring English academic instruction received it. (27)
7. Inadequate resources to provide bilingual learning opportunities. (26)

(Note: Numbers on the right indicate total non-compliance incidents.)

Furthermore, a review by a state education consultant of applications submitted to the California State Department of Education for restructuring grants under SB 1264 indicated that most applicants failed to properly address how their schools would address the needs of LEP and culturally diverse student populations—even after the application instructions clearly asked that this issue be specifically addressed.

Most recently one of the districts in Region V was found out of compliance by the State Coordinated Compliance Review team for using Migrant funds to satisfy a State requirement to service LEP students. Using funds in this way supplanted the State Requirement that the district service this student population using LEP or Chapter I funds. With the fiscal crises in today's public schools, district administrators are using every available resource to balance school budgets. Only a few months ago, the mega-item in our Governor's education budget would have allowed the use of state categorical funds to support base program operations. In a time of fiscal austerity I can assure you that the special needs of migrant students will not be a priority on school board and superintendents' agendas.

A second concern involves the current allocation of categorical funds within school districts. Presently in California, Chapter 1 funds can be consolidated in a school-based coordinated plan which concentrates the dollars to be spent at designated sites and grade levels.

In the school-based coordinated plan which clusters compensatory funds, the local school district has the option to choose a priority area which may not coincide with migrant student needs. Secondary students would be adversely affected if migrant funds were clustered and were not targeted, as a very small percentage of high schools receive Chapter 1 funding. Migrant Education targets this population because they are at risk of dropping out due to graduation requirements that vary from district to district and from state to state. Migrant Education provides special supplemental services to migrant secondary students which accommodates the family travel pattern and has an established system by which these students can accrue credit for graduation. The number of migrant students graduating from secondary schools has increased by 40% over the last few years due to migrant funds being focused in this rea.

Third, under the present system Migrant Education provides services that target the specific needs of migrant students. If funds were to be clustered, we fear that services would target the general population, thus losing their focus and specificity. Changes in Regional summer programs over the last five years demonstrate this "watering down" of services for migrant students. Several years after the passage of Proposition 13, Migrant Education was essentially, the sole provider of summer school programs in California.

Programs were almost entirely, if not fully, funded and administered by migrant staff employed through the Regional offices. Programs were developed to target the specific needs of migrant students; i.e., language development, credit accrual, work study, native language instruction for the content areas, breakfast and lunch programs, etc. A high priority was placed on recruiting and employing administrators, teachers and aides that wee bilingual, sensitive and knowledgeable regarding the students' migrant lifestyle and educational needs, and who could create a caring and nurturing environment.

Six years ago, school districts again began receiving funds to provide summer school on a limited basis. As district summer programs have expanded, Migrant Education has taken a secondary supplemental role. With this change, important decisions regarding staffing, curriculum and program focus has shifted from Migrant to district administrator hands. With the presence of a general school population, the major goal is to provide a general summer school program for all students, thus placing less priority on the special needs of migrant or any student group.

A fourth concern involves the topic of parental involvement and parental education. The Migrant Education Program has been the leader in encouraging and get-

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ting migrant parents involved in their children's education. Migrant Education has been successful in this area because it has been able to focus on the specific needs of migrant parents and their children. Meetings are conducted in the parent's home language, training topics are jointly selected with input from Parent Advisory Councils (PAC) and an emphasis is placed on "home outreach", recognizing the fact that many migrant parents do not feel comfortable (and often times have not been made to feel welcomed) in the school setting. It has been my experience that in those districts where Migrant PACs are integrated into other district or school councils, participation drops and parents feel excluded and experience a sense of disempowerment. The end result is one where parent involvement and parent education become meaningless activities, no more than token efforts to meet the letter of the law.

A fifth area of concern involves the future of extended learning programs currently provided by migrant education during the summer and intersessions. Research has clearly established that students who receive extended time in school during the summer months achieve more from the regular programs and do not experience the regression syndrome. The Migrant Program provides engaging educational programs throughout the summer months thus when students re-enter school in the fall, they need less review. Chapter One funds generally do not flow to the summer program.

Finally, we fear that if migrant funds and/or programs are clustered, migrant children throughout the country will lose their strongest advocates. The title of the report produced by the National Commission of Migrant Education, Invisible Children, captures this concern and message. Due to their transiency, their low socioeconomic status, their lack of English skills and their unfamiliarity with our educational systems, migrant families live on the fringes of American Society. They come and go and are indeed "invisible" to the everyday person.

In schools, they often feel awkward and unwelcome when confronted by negative subtle and overt messages from teachers, principals and secretaries. Through the migrant program, migrant children do have a voice and an advocate. Migrant staff become deeply involved with migrant students and their families. They understand the obstacles and problems migrant children encounter on a daily basis. Oftentimes, these migrant teachers, aides and administrators were themselves migrant. This strong bond, this sensitivity and knowledge of migrant students' educational needs, allow them to effectively advocate and remind schools that they have a responsibility to these students, particularly when making important decisions regarding instructional programs.

A very significant number of children, students, and adults would be adversely affected by a decision to eliminate the protected status of migrant funds. The Migrant Program has a very specific criteria for bringing students into the program that relates directly to their parents occupation and mobility. It is a program that has served many children and families effectively for many years. The need that drove the Congress to fund this program is still evident. Our farms need laborers, our fish industries need migratory fishermen and it is to society's advantage to consider their specialized needs while they are in schools, rather than later in life. Many migrant students of yesterday are today's lawyers, doctors, researchers, scientists and educators.

Based on information presented here we urge you to support our recommendation to exempt Migrant Education from the school-wide program provisions in HR 6.

2. Migrant student eligibility

While the Council supports the need to focus our services on the "true migratory student", it urges you to consider our recommendation to grant a four year eligibility period to migrant students for the following reasons:

Migrant students continue to exhibit the same or increased levels of need, particularly in language and reading, long after they stop migrating.

The three (3) year study conducted by Research Triangle Associates (RTI) identified eight (8) characteristics associated with need for special education services: behind grade level; high absentee rate; eligible for Chapter 1; eligible for free or reduced-priced meals; severe behavioral problems; reading level below the 35th percentile; language arts level below the 35 percentile; and mathematics level below the 35th percentile.

Seventy-five (75) percent of migrant students exhibited at least two of the eight indicators and twenty-five (25) percent exhibited five or more. RTI's research showed that the need for some special instructional services decrease the longer migrant students are settled out. However, formerly migrant students continue to exhibit elevated levels of need, particularly in language and reading.

Former migrant students have been excluded and will continue to be excluded from Chapter 1 services.

While the intent and concept of transitioning former migrant students into Chapter 1 programs is needed, and should be presently occurring without new legislation or mandates, this change will not occur overnight. State guidelines and several long-standing practices in the Chapter 1 program perpetuate the exclusion of former migrant students.

A large and significant percentage of Chapter 1 categorical funds are focused on the large urban areas because of the identified poverty level. This disproportionately affects the migrant students; while they are poor, they are the working poor and do not generate funding. They do not generally receive public assistance and thus do not trigger funding commensurate with their need. Frequently migrant families do not apply for "Aide to Families of Dependent Children" for fear that their permanent citizenship status may be adversely affected.

Chapter 1 programs have traditionally been established to remediate students' deficiencies in the core academic subject areas: reading, math and language arts. Instruction in these programs is typically provided by monolingual English speaking teachers or aides in English. In California approximately sixty (60) percent of our K-12 migrant student population is limited English proficient. A primary need for these students is obviously intensive English as a second language (ESL) and language development. Unfortunately, Chapter 1 programs have neither perceived nor assumed this need as being their responsibility.

The National Commission on Migrant Education (1992) shared these sentiments in their report, Invisible Children. The Commission noted:

Participation of MEP children in Chapter 1 programs may be limited because:

A) State rules may prohibit participation in more than one supplementary program;

B) The way programs are designed may exclude children with limited-English skills;

C) MEP children are not enrolled in a school or in a grade where Chapter services are provided; and MEP children do not meet the eligibility cut-offs for services.

Chapter 1 programs lack the resources to serve all eligible students.

While we support the desire to collaborate with Chapter 1 programs to ensure that formerly migrant students benefit from Chapter 1 and other categorical program services, the reality is that Chapter 1 does not have the resources to serve all eligible students in need. Reference has been made in other testimony that Chapter 1 serves approximately 44 percent of its eligible population (Miller, 1993). Is it realistic to think that Chapter 1 programs would automatically be able to serve the additional tens of thousands of formerly migrant students who are exited from the migrant program because of a change in regulations? I think not. Also, Chapter 1 funds have always been concentrated in urban areas. If Congress re-directs the Chapter 1 formula to place more funding in high-concentrated poverty areas, which are typically urban, migrant students who are more likely to be enrolled in rural schools will again be excluded.

Lastly, a central question in the discussion regarding the reduction in eligibility is the following: How does a formerly migrant student differ from Chapter 1 student?

If there aren't any significant differences, the argument is that these students should be served by Chapter 1 and that Migrant Education should solely concentrate its efforts on students during their first two years after establishing eligibility. If this were the case, I would not be testifying here today. I believe there are some unique differences.

While formerly migrant and Chapter 1 students both suffer from academic deficiencies and both require academic remediation, the language factor must be considered. I previously made reference to the high concentration of LEP migrant students in California. The numbers of LEP formerly migrant students are just as high (67 1/2%) when compared to the currently migrant population. Research by Cummins, Krashen, Wong-Fillmore and others consistently indicates that it takes a student at least three years before s/he becomes academically proficient in a second language. The lack of English language skills put the formerly migrant students at a greater risk of failing in school.

While this limited English proficiency additionally impedes a formerly migrant student's education, the lack of English skills among their parents, only compounds the educational problems. The inability to communicate in English, often prohibits migrant parents from visiting schools, attending parent-teacher conferences, and communicating with teachers and principals when problems or other issues arise. This lack of English skills also limits their ability to access educational and community resources which could contribute to their children's success in school. Lack of bilingual staff in schools only exacerbates this situation. Migrant education staff has played a major role in bridging the home-school-community gap for formerly migrant families.

For these reasons, the Directors' Council urges you to consider a four year eligibility period for migrant students.

3. Summer program formula

A large number of California schools have converted to year-round education (YRE) calendars and presently, approximately twenty-five percent (25%) of our migrant students attend YRE schools. While these students benefit immensely from services provided through intersession programs, California receives zero funding for such services. We have argued that the California Migrant Education Program has been underfunded because of limited "summer funding window" of May 15 to August 31. If the summer window for 1993-94 had been expanded to include FTE generated during intersession (while YRE students are on vacation), California's allocation would have been increased by $4.6 million.

HR 6 amends the present law regarding the summer program formula and allows the Secretary of Education to consider intersession programs in calculating the summer funding formula. The Directors' Council strongly supports this change to the summer formula and recommends that this change be required by the Secretary rather than simply permitting it. We recommend the following language change:

. . . the Secretary shall develop a formula for adjusting the estimated number of children who reside in a state in order to reflect the number of migrant children who are served in summer programs which shall include intersession programs in the state.

PREPARED STATEMENT OF JANE HUNT

CHAPTER I MIGRANT

Chairman Pell and members of the Committee, in 1965 when the original Title I was enacted, it was envisioned that the most educationally disadvantaged would be served. It took only a short time to find that the new program often did not include those who arrived after school started or who were there for short periods of time. Thus, in the fall of 1966, the legislation was amended to specifically create a set aside to serve the children of migratory agricultural workers.

According to the 1993 report of the National Commission on Migrant Education, the demand for fresh produce and other farm crops has brought an increasing number of workers and their children into the migratory labor streams. In fact, since effectively capping the program's funding in 1981, the number of children (as measured by full time equivalency (FTE) counts) has more than doubled while the funding for the program has grown by only about 23% bringing the funds available per FTE from $629.89 in 1980 to $222 in 1992 when adjusted for inflation.

With this loss of seven percent per year in available dollars, projects have found it harder and harder to meet the needs of migratory children. Given the constraints on the federal budget, it would seem reasonable that legislation is being put forth to concentrate the available dollars on the most mobile.

As the Arizona Director of Migrant Education, I have expressed our Department's support for this concentration through a decreased eligibility period. However, in connection with these proposed changes, I do have some of the same concerns as those that came out of lengthy discussions by the Stanford Working Group on Improving Education Programs for Limited English Proficient Students. Specifically:

> "There must be assurances that other appropriate programs serve former migratory students.
>
> All migrant students must have access to all appropriate programs that meet their needs.
>
> Time must be provided for local and state education agencies to adapt to changes in the formula..."

While it is assumed in the current legislative proposal that the new Title I would be the main vehicle for meeting these concerns, it must be pointed out that recent studies done in Arizona, Pennsylvania and Georgia have shown that only somewhere between 17% and 36% of those migrant children potentially eligible for services were actually being served by Chapter I in the schools sampled in those states.

Additionally, the type of services provided under the focus of Chapter I may not always be appropriate. For instance, in Arizona it is not unusual for a migratory high school student to arrive several weeks after school has started and leave several weeks before it is over. The student may thus gain no credit for either semester. After one such discouraging year, it can take at least three years of extended day classes, summer school and PASS (Portable Assisted Study Sequence) courses to make up the credit lost in just the one year. The focus of most Chapter I programs is on the acquisition of skills and not on alternative means of acquiring the needed credits.

Small rural school districts are another area of particular concern. For example, one small district in Arizona is congruent with a large farming operation. At any point, the district has the potential for being virtually a totally mobile migrant school. While their free lunch count is greater than 90%, the census tract data currently leaves the district with no Chapter I funding.

Thus it is critical that adequate provisions for the inclusion of formerly migratory children in Title I plans be made. I would also urge the adoption of the language in H. R. 6 to allow continuation of migrant services beyond the funded period when no such services are available from other programs as a necessary safeguard.

The restructuring of the funding formula, unfortunately will leave some states with dramatically reduced allocations. To soften the fiscal impact and help assure that services to migratory children are available, it would seem advisable also to adopt the one year transition provision of eligibility which is in the House bill.

If current funding levels were maintained and the reduced number of years of eligibility enacted, the money available per FTE still would not restore us to the level available to provide services in 1980. In addition the $378 per FTE would not be on parity with the $900+ per child currently expended in the regular Chapter I program.

As Representative Ford and the late Representative Natcher have agreed and been supported by Secretary Riley, it is critical that any reduction in FTE not signal a reduction in the program's funding level.

Soon after the original authorization of the Migrant program, it was determined that the number of children who were migratory was really unknown. Furthermore, the availability of information on these students was sadly lacking. Thus, the Migrant Student Records Transfer System (MSRTS) was brought into existence. This system, with its admitted shortcomings, will cease to exist in October of 1995.

It also needs to be pointed out that my state's ability to effectively assess needs, distribute funds, provide needed services and maintain accountability is inextricably tied to this data base.

The currently proposed legislative language calls for states to carry out the functions of transmitting information on students as they move from school to school whether school is in session or not. It also requires states to provide a means for the accurate counts of students.

It presumes that states have in place a data base on which individual student information is available. In fact, Arizona, and numerous other states, currently have no such data base. Instead, at this point in time, we have multiple unconnected local and state data bases on which no single student, Migrant or not, could be identified.

Thus, to continue to operate in an effective and accountable manner, unless a national data framework is put into place, it will be necessary for our state to develop and maintain our own system. The costs in our state, multiplied by others that will need to do the same thing, would certainly seem to hold the potential to far exceed the costs of a single system. In addition, individual data bases will not have the connectivity which now allows information to flow from state to state.

I am not saying that the current contract should not have been terminated nor am I advocating a duplication of the current MSRTS system. I feel that any replacement data framework would need to be flexible enough to handle data coming from a wide variety of sources along the information superhighway. The data sets contained in the framework, I would envision as being much simpler and more concise.

Therefore,I do urge you to approve the provisions of the bill which would require the Secretary to convene a group to look at the data capabilities of states and then to report back to you for your determination on any future national data framework. A very short time frame for this activity and some provision for continuity of service is critical.

Thank you for your time. I'd be happy to answer any questions you or the members may have.

PREPARED STATEMENT OF LINDA G. MORRA

Mr. Chairman and Members of the Subcommittee:

I am pleased to be here today to discuss our work on immigrant education and the Emergency Immigrant Education Act (EIEA) Program. Immigrant students can pose significant educational challenges, especially in districts with high numbers of such students. Increasingly, our nation's ability to meet its educational goals depends on its ability to educate these children. More than 2 million immigrant students enrolled in the nation's schools in the last decade. In addition, the geographical concentration of these children has increased the financial burden of some school districts.

As requested by your office, my comments today will primarily focus on our March 1991 report on the EIEA Program[1]. This report was prepared in response to the requirement in Public Law 100-297 for our office to review EIEA-funded programs and provide information for the Congress to consider during program reauthorization deliberations. We surveyed the 529 school districts that received EIEA funds in school year 1989-90 and a representative sample of the nation's school districts not receiving such funds.

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[1] Immigrant Education: Information on the Emergency Immigrant Education Act Program (GAO/HRD-91-50, March 15, 1991)

Today I will be discussing several key findings: (1) EIEA funds are provided to districts with large numbers of immigrant students, (2) EIEA program funding is not keeping pace with the increasing number of eligible students, and (3) many students eligible for EIEA funds also participate in other federally funded education programs, but estimates are difficult to obtain.

The study findings are relevant to the current deliberations over efforts to reauthorize federally funded education programs in the Elementary and Secondary Education Act (ESEA) of 1965. The EIEA program is one of several federal assistance programs for educationally disadvantaged children authorized by this legislation. Over time, however, EIEA's contribution to local school districts has gradually lessened as congressional appropriations have remained relatively constant, at about $30 million annually, while the number of EIEA students has grown.

H.R. 6, the House of Representatives' version of legislation to reauthorize ESEA programs, was passed on March 24, 1994. This bill would maintain current eligibility criteria for local educational agencies. That is, they would need to have immigrant children and youth enrolled in their elementary and secondary public schools or nonpublic schools within their district equal to at least 500 students or at least 3 percent of the total number of students enrolled in such public or nonpublic schools during the fiscal year for which payments are made. A new provision provides that if annual EIEA appropriations exceed $40 million a state education agency may reserve up to 20 percent of its payment for redistribution through competitive grants to local education agencies.

Your Subcommittee is currently considering S. 1513, which contains the Administration's proposal to modify the existing EIEA program. Among other things, S. 1513 would increase EIEA program eligibility criteria for a local school district or education agency. In the aggregate, an agency would have had to enroll over the current school year and the preceding school year, at least 1,000 immigrant children and youth or numbers of immigrant children and youth that represent at least 10 percent of the local education agency's total enrollment.

BACKGROUND

The RAND Corporation's 1993 report[2] on immigrant education describes the United States as experiencing a wave of immigration unprecedented since the early 1900s. The most recent census showed that 9 million people emigrated to the United States during the 1980s and more than 2 million immigrant youth enrolled in U.S. public schools.

In a related study,[3] we found that immigrant students are almost twice as likely to be poor as compared with all students, thereby straining local school resources. These students often have significant health and emotional needs--especially those who have experienced the trauma of war and life in refugee camps. They are highly transient, making continuity in instruction and planning difficult, and they often continue to arrive throughout the school year, contributing, in many cases, to school overcrowding.

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[2] Lorraine M. McDonnell and Paul T. Hill, Newcomers in American Schools: Meeting the Educational Needs of Immigrant Youth (Santa Monica, Calif.:RAND, 1993).

[3] See Limited English Proficiency: A Growing and Costly Educational Challenge Facing Many School Districts (GAO/HEHS-94-38, Jan. 28, 1994).

Another particularly difficult challenge is the recent arrival of many immigrants, including those of high school age, who have had little or no schooling and are illiterate even in their native languages. And, districts face difficulties in communicating with the parents of immigrant students, who often have limited English proficiency long after the students have attained proficiency. In addition, both parents and students struggle to learn a new country's customs.

The RAND Corporation study estimated that 78 percent of all immigrant students who have been in the U.S. for 3 years or less attend school in just five states, with 45 percent enrolled in California. Together, California, New York, Florida, Texas, and Illinois, in order of magnitude, were home to over 1.5 million immigrant youth in 1993.

The Department of Education administers the EIEA program. It distributes EIEA funds to each state, based on the ratio of EIEA-eligible students in the state's qualifying school districts to the total number of EIEA students in the nation. EIEA-eligible students are immigrant students who have been enrolled in our nation's schools for less than 3 complete academic years and are in a school district that received EIEA program funds. The states in turn distribute the funds to each school district in proportion to the number of EIEA students in the district. EIEA authorizes a maximum annual appropriation of $500 for each EIEA student in participating school districts.

EIEA allows school districts wide latitude in using the funds. For example, districts may use them for expenses related to remedial instructional programs (for example, staff salaries) or training for personnel working with immigrant students. Expenses related to English language or bilingual instruction service, the requisition of classroom space, and overhead costs are other examples of allowable costs. School districts can use the funds to benefit any or all of their students, provided the services are related to the educational needs of EIEA students.

EIEA GRANTS ARE MADE TO SCHOOL DISTRICTS WITH LARGE NUMBERS OF IMMIGRANT STUDENTS

We found that, as the Congress intended, EIEA funds were being provided to school districts with large concentrations of immigrant students who have been in our nation's schools for less than 3 complete academic years. In total, we estimate that there were 700,000 such students in over 4,500 of our nation's 15,000 school districts during school year 1989-90. About 564,000 of these 700,000 students were in the 529 school districts receiving EIEA grants. The remaining 136,000 were dispersed among an estimated 4,000 districts.

About 90 percent of these 4,000 districts were ineligible for funds. In each district, there were fewer than 500 EIEA-eligible students and they represented less than 3 percent of the total school population. The remaining 10 percent of these school districts had not applied for funding. Officials from these districts offered several reasons for not applying. Many said they were unaware of the program or thought they were ineligible. Others said they lacked the resources to identify immigrant students.

WHO GETS SERVED AND WHAT SERVICES DO THEY RECEIVE?

Through the EIEA program, school districts receive funding for part of the cost of educating immigrant students. As previously mentioned, we estimate that about 564,000 immigrant students were

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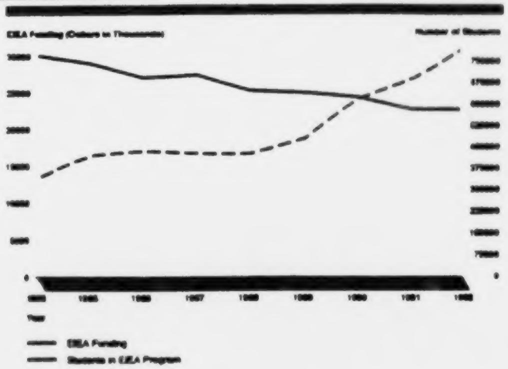
in the 529 participating school districts in school year 1989-90. At the time of our study, 60 percent of these EIEA students were Hispanic and 22 percent were Asian; 90 percent were limited English proficient; and 60 percent were elementary grade students.

The Congress has annually appropriated about $30 million since the inception of the EIEA program in fiscal year 1984. This funding level has never come close to the total authorized amount of $500 per student. With the program's appropriation remaining relatively constant and the number of participating EIEA students increasing, the per student allocation has declined dramatically over the years. In school year 1984-85, for example, participating school districts received about $86 per EIEA student but this per student allocation had declined in constant 1984 dollars to $27 in school year 1993-94.

Figure 1 below shows the decline in funding and increase in immigrant students from 1984 through 1992.

Figure 1:

Figure I: EIEA Funding Has Declined, in Constant Dollars, While Number of Immigrants Increased



Most EIEA Funds Used For Classroom-Related Activities, Primarily Staff Salaries

In school year 1989-90, we found that school districts used about 80 percent of their EIEA funds to pay for expenses related to academic instructional programs. School districts used the remaining 20 percent for such purposes as student testing and counseling (4 percent), parental involvement activities (4 percent), administrative services (5 percent), and miscellaneous expenses (7 percent).

Most of the EIEA funds supporting academic instructional programs were used for staff salaries and benefits. Of the approximately $25 million used for instructional programs, about $19 million (76 percent) was spent on salaries and benefits for teachers or aides. Of the remaining $6 million, $4 million was used to purchase classroom supplies and materials, $1 million was spent on in-service training, and the remaining $1 million was spent on either instructional equipment or miscellaneous costs.

Of the 529 school districts, 341 (65 percent) devoted at least 90 percent of their grants to academic instructional programs. About 91 percent of the school districts provided English language instruction with EIEA funds. Most school districts receiving EIEA funds (413 or 79 percent) had a bilingual education program and most of these districts (334 or 81 percent) used EIEA funds for immigrant education support.

About 5 percent of the school districts used their EIEA funds to provide instructional and other services outside the normal school day or year. For example, the Los Angeles Unified School District, which had the nation's largest EIEA student population in school year 1989-90, used all its EIEA funds to provide 120 hours of intensive English language development and health and counseling services to newly arrived immigrant students. The district offered the program during the summer to EIEA students enrolled in schools observing the traditional 9-month school year and between sessions for EIEA students enrolled in year-round schools. This program was supported almost entirely with EIEA funds.

Both EIEA and non-EIEA students can participate in the EIEA-funded instructional programs. About 48 percent of the school districts used EIEA funds to serve EIEA students exclusively, like Los Angeles. Another 39 percent served non-immigrant, limited English proficient students, in addition to serving EIEA students. For example, Dade County merged its EIEA funds with state, local and other federal funds into one account devoted to its bilingual education department. The remaining 13 percent put their EIEA funds into their general operating funds to provide services that benefit all of their students.

ESTIMATES OF EIEA STUDENTS PARTICIPATING IN OTHER FEDERAL PROGRAMS VARY BY PROGRAM

Using school district data, we estimated the number of EIEA students participating in the other federal education programs we reviewed. These included the Chapter 1 Program for Educationally Disadvantaged Children, the Chapter 1 Program for Migrant Children, the Bilingual Education Act (title VII) Program, the State Legalization Impact Assistance Grants Program, and the Transition Program for Refugee Children.

School district officials were unable to tell us exactly how many of their EIEA students participate in other federal education programs. District officials told us, generally, they only maintain lists of participants in individual programs. Estimates were, however, that 50 to 66 percent of EIEA students also participated in the Chapter 1 Program for Educationally Disadvantaged Children and from 19 to 31 percent of the EIEA students also participated in the Bilingual Education Act (title VII) Program.

IMPLICATIONS FOR EIEA PROGRAM REAUTHORIZATION

Proposed liegislative revisions about allocating EIEA funding must be considered in a difficult context: immigrant students pose costly and increasing challenges for many districts but there is little likelihood of substantially increased federal appropriations. In this context, leaving the formula as it is now, as the recently passed House bill does, runs the risk of allowing per student funding to decline to the point that it could have little impact. But changing the formula to concentrate funds, such as proposed in S. 1513, presents a difficult tradeoff. It could focus assistance on those districts most heavily affected by immigrant students and increase the likelihood that funding would have an impact in those districts. However, it would also eliminate funding for many districts that find even small amounts of aid to be critical in educating immigrant students.

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Mr. Chairman, this concludes my testimony. I will be happy to answer any questions that you or members of the Subcommittee might have.

RELATED GAO PRODUCTS

Elementary School Children: Many change Schools Frequently, Harming Their Education (GAO/HEHS-94-45, Feb. 4, 1994).

Limited English Proficiency: A Growing and Costly Educational Challenge Facing Many School Districts (GAO/HEHS-94-38, Jan. 28, 1994).

School Age Demographics: Recent Trends Pose New Educational Challenges (GAO/HRD-93-105BR, Aug. 5, 1993).

Poor Preschool-Aged Children: Numbers Increase but Most Not in Preschool (GAO/HRD-93-111BR, Jul. 21, 1993).

Systemwide Education Reform: Federal Leadership Could Facilitate District-Level Efforts (GAO/HRD-93-97, Apr. 30, 1993).

Immigrant Education: Information on the Emergency Immigrant Education Act Program (GAO/HRD-91-50, Mar. 15, 1991).

Bilingual Education: Information on Limited English Proficient Students (GAO/HRD-87-85BR, Apr. 30, 1987).

Bilingual Education: A New Look at the Research Evidence (GAO/PEMD-87-12BR, Mar. 10, 1987).

PREPARED STATEMENT OF JUDITH A. BILLINGS

Senator Pell, and Members of the Subcommittee on Education, Arts, and Humanities

I had the privilege of Co-chairing the task force that developed, on behalf of the Council of Chief State School Officers (CCSSO), their recommendations for the reauthorization of the Elementary and Secondary Education Act. Once adopted, these recommendations were conveyed to you and your committee. CCSSO's recommendations have been amended to respond to the proposal offered by the Administration and to the House-passed version of the Administration's bill. I know you have seen and heard testimony regarding these recommendations. They have been conveyed to our Senators, largely as consistent with the recommendations the Office of the Superintendent of Public Instruction (OSPI), and I commend them to you.

As chief education official in a state which annually sees an influx of thousands of children of migrant farm workers, I take this opportunity to submit specific testimony, for the record, relative to the federal role in support of education for migrant children. Although the recommendations I highlight are imperative for the success of the migrant education program in Washington state, I think they are universally important to the success of the program throughout the United States.

THE MIGRANT PROGRAM IN WASHINGTON STATE

I, like most of America's educators, share your primary interest of improving the quality of education in this nation. We share with you a vision of common goals and high expectations for all students, and a desire to ensure that all children have an opportunity to succeed in school.

With these shared objectives, we recognize that success for some is more difficult because of the barriers of language, poverty, or disabilities. We appreciate the contributions of the federal government in helping such children overcome barriers. We have a special interest in a very large body of disadvantaged children which comes to us primarily because of our agricultural industry. These, of course, are the migrant children, the so-called "children of the road," who follow their parents, and all too often work beside them in the fields and orchards. Last year, about 16,000 migrant children and youth entered Washington State. The number is growing each year. Almost all of these children are Hispanics--most of them come to us from Texas or California, as well as some from Mexico.

The attraction of Washington's agricultural centers has sown the seeds for the establishment of large communities of Mexican-Americans in the Yakima Valley and other parts of Washington. Many of these families continue the migratory lifestyle on a more limited basis, most of them hoping to settle out of the migrant stream into more stable occupations at the earliest opportunity. The total number of children in Washington eligible for the existing Chapter 1 Migrant Education program, both currently migrant and settled out, is about 40,000.

We have found that migrant children and youth demonstrate an unquenchable desire to succeed, despite a formidable array of barriers and inequities. The efforts of migrant students to obtain an education are nothing less than heroic. It is not uncommon for students to work with their parents in the fields for eight to ten hours a day, then attend night classes to earn credits for required courses they need to graduate. Such efforts are an inspiration.

Because Washington State embraces all migrant children, those with us for a few weeks a year and those who settle out here, and because we endeavor to provide them with all the educational opportunities our schools have to offer, we feel particularly partnered with the federal Migrant Education Program. Because so many migrant children obtain portions of their education in two or more states, there should be a major federal role linking and supporting the disjointed segments of their schooling and addressing special needs beyond the capacities of the schools they attend. We are pleased the House of Representatives has passed, and the Senate is considering, legislation to reauthorize Migrant Education as Part C of Title I.

Since its creation in 1966, the Migrant Program has improved opportunities for migrant children to succeed in school. The program has improved the Washington migrant student's chance of high school graduation from one in ten, to about five in ten. Migrant children now have a nationwide network of advocates. The program has fostered coordination among the states and spurred the development of innovative, cooperative strategies and programs.

Migrant educators reach out to migrant families and form bridges between home, school and community, providing a diversity of educational and support services. These range from preschool programs to dropout retrieval, in-school tutoring and extended-day programs, English language acquisition to reading, math and career education, to summer schools and family outreach services. We in Washington are proud to have played a significant part in these developments.

I am concerned that some of the provisions of the emerging reauthorization could jeopardize the special structures, linkages and services that have made the Migrant Education Program so successful in our state. I would like to call your attention to some of the implications of the migrant education provisions in H.R. 6.

THE MIGRANT STUDENT RECORD TRANSFER SYSTEM (MSRTS)

For over two decades, we have used, to the maximum extent, the information provided by the MSRTS to get migrant children enrolled in school and placed in appropriate programs, and to assist in meeting health care needs. We have been able to help thousands of students with the useful information the MSRTS provided. Though admittedly, the system has some demonstrated weaknesses, I have been an ardent supporter of the basic concept on which the MSRTS is based--good information transmitted in a timely manner can bridge the gaps in education that result from mobility.

H.R. 6 acknowledges that timely receipt of student information is vital. It includes a requirement that obliges states to transfer student information as migrant students move from school to school. It does not specify how, only that records be transferred. It also required states to facilitate the counting of migrant children, an essential function of the MSRTS to date.

The bill would create a panel to study the whole enterprise of exchanging student records and counting children. The panel would make recommendations for a system to accomplish these objectives. H.R. 6 designates CCSSO as a partner in this effort. As President-elect of CCSSO, I welcome an opportunity to participate in this important process. I must stress, however, that a thoughtful and smooth transition to new methodology and technology must take into account the ongoing benefit to migrant children.

I urge the Senate to look at the scheduled termination of the MSRTS and the provisions in H.R. 6 for planning and developing a replacement for this system. I recommend an extension of the MSRTS under the existing contract, until such time as a new system can be implemented. I fear that without this action, Washington's migrant children will be at greater risk, arriving in our school districts with no form of documentation, and no verification through MSRTS of their previous school, their immunization records, and their academic programs.

I expect to be directly involved in devising the most effective system possible for exchanging student information. I am cautiously optimistic about the future role of the SPEEDE/ExPRESS system being developed by CCSSO, but we must not confuse promise with the current reality of limited implementation. As the study by the General Accounting Office (GAO) points out, SPEEDE/ExPRESS is being piloted in a limited number of school districts, in a small number of states. Full implementation in the pilot states is still years away, and it's total effectiveness and total costs cannot yet be projected. Most disconcerting is that different states, and even school districts within a

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state, use different formats and enter different data elements in school records, making it impossible to exchange records electronically. Only seven states have student record systems that are comparable state-wide.

These concerns have been addressed by the National Commission on Migrant Education (NCME) in its study on MSRTS. In effect, the NCME said that the system could be made to work without starting all over again, and it made these recommendations: 1) reduce the scope of the MSRTS record to essential data on students' school enrollment and health status, 2) increase direct access of local educators to MSRTS, 3) provide a role for migrant students and their families in MSRTS, 4) conduct a technical assessment of MSRTS with an independent research agency, 5) design data quality procedures to ensure completeness, accuracy, and security of student information, and 6) require certification of compliance with MSRTS procedures by the Secretary of Education before approving state applications for migrant education grants.

Since 1991, Washington State's Director of Migrant Education, Mr. Raul de la Rosa, has chaired a committee of the National Association of State Directors of Migrant Education (NASDME). This committee has endeavored to implement as many as possible of the above recommendations. Through extensive survey, they determined essential information to include on a simplified, one-page student record. NASDME hoped to begin piloting this record two years ago, but MSRTS has not been authorized to launch the pilot. Your committee, I understand, has recently provided assistance in obtaining approval for this pilot.

As a prospective participant in the process to redefine migrant student records transfer, I urge that this pilot be undertaken as a logical step in improving the present system.

FORTY-EIGHT MONTH ELIGIBILITY FOR THE MIGRANT EDUCATION PROGRAM

I also express my concern about the limited number of years a child will be eligible to be counted for funding for migrant education and to receive educational and support services. The Improving America's Schools Act, as proposed by the Administration and as passed in H.R. 6, would cut migrant education eligibility from the present six years to two years. The intention of this action, without question, is to focus more funding on actively migrant children. It is appropriate to do so. I submit, however, that though six years is possibly too long, two years is certainly too short. I urge you to consider an eligibility period which splits the difference to four years.

I am concerned that a drastic reduction in the eligibility period will leave many migrant children without the appropriate and vital services highlighted above. For example, it takes five to seven years for a child to become competent in English--we cannot cut these children adrift after two years, particularly since they are most often found in small rural districts with limited capacity for meeting the needs of language minority students.

The case has been well made that formerly migrant children have needs as great, or nearly as great as the current migrant. The educational disadvantages associated with migrancy linger for many years after the children stop migrating. Every study to measure the differences in need between currently migrant children and formerly migrant children, has concluded there is no significant difference. This was the finding of a Congressionally ordered U.S. Department of Education Study, and of the massive descriptive study of the Migrant Education Program conducted by the Research Triangle Institute (RTI). It was also the finding of the NCME in its final report of 1992.

We believe, however, as RTI determined in its comprehensive study, that the needs of the formerly migrant children do diminish gradually over the years after they stop migrating. This makes it defensible to cut eligibility by one or two years, even though it does remove from the migrant program a number of children we have been serving.

A NEED FOR SIGNIFICANT NEW INVESTMENT

I applaud the improving amendments to Title I, assuring appropriate services to our most disadvantaged students, including the homeless, the migrant and the limited English proficient. The unfortunate reality is that the current Chapter 1 program is able to serve only half of the children who are eligible The improvements targeted for unique populations within the new Title I of the reauthorization will require significant increases of appropriations, and commitment to programs, like the Migrant Education Program, that serve specific populations

The RTI study revealed that only 20% of currently migrant children, and 26% of formerly migrant children receive Chapter 1 services Most of those are in grades K-6 Additionally, low-achieving students who change schools frequently are less likely to receive Chapter 1 services than students who have never changed schools Any changes to the law should be attended by the resources to implement them successfully

We in Washington State are ready to implement improvements in the Elementary and Secondary Education Act We urge your thoughtful attention to the migrant student population as you reauthorize the programs

Thank you for your consideration

RESOLUTION FROM THE WASHINGTON STATE MIGRANT EDUCATION PROGRAM ADVISORY COMMITTEE

February 12, 1994

WHEREAS The Washington State Migrant Education Program Advisory Committee is a duly constituted body of the Office of Superintendent of Public Instruction established to advise the Superintendent of Public Instruction on issues relevant to the education of migrant students;

WHEREAS It is crucial that our voice be added to support the Superintendent of Public Instruction and migrant parents in opposition to the two-year eligibility definition of an eligible migrant child and the elimination of the Migrant Student Record Transfer System (MSRTS);

WHEREAS The Washington State Migrant Education Program Advisory Committee believes that the Washington State Migrant Education Program has demonstrated success in meeting the needs of currently migrant as well as recently settled out students;

WHEREAS The attainment of GOALS 2000 requires an educational system appropriate to the needs of all children residing within the United States of America;

WHEREAS The Washington State Migrant Education Program is an essential support program to the academic achievement of migrant students;

WHEREAS Academic achievement of migrant students is essential to the responsible performance and the development of responsible citizens or members of our communities;

WHEREAS Academic achievement of migrant students requires the support of linguistically, culturally prepared and effective instructional staff, instructional materials, and maintenance of records that contribute to the documentation of each individual student's academic progress and success;

WHEREAS Migrant students encounter significant obstacles in achieving educational parity due to mobility, poverty, and the residual effects of both current and former interruptions to an academic program;

WHEREAS Approximately 24 percent (11,684) of the migrant youth currently eligible for services in the state of Washington would no longer be eligible to receive services under the proposed 24-month eligibility definition;

WHEREAS The proposed elimination of the national data bank (Migrant Student Record Transfer System) will lead to confusion and waste and will be detrimental to the migrant child's educational progress and health history if each district is allowed to create its own student documentation system;

WHEREAS The burden on state agencies for creating such unique systems will cause a deleterious effect on the power of the states to provide direct services to migrant children and lead to confusion, duplications, omissions and/or inconsistencies in record keeping;

WHEREAS There is no guarantee that Chapter 1 services will be available or designed to meet the unique needs of the over 11,000 migrant students who become ineligible as a result of changes to the current six-year eligibility definition nor any assurances that districts and schools will assume the responsibility of doing so;

WHEREAS Support of the education needs of migrant secondary students, e.g., transferring of partial and full credits and consolidating credits across state boundaries, are unique and are costly features of the migrant program;

NOW, THEREFORE, The Washington State Migrant Education Program Advisory Committee respectfully requests the Congress of the United States, the Governor of the State of Washington, the Washington State Superintendent of Public Instruction, the Washington State Senate, the Washington State House of Representatives, the Washington Association of School Administrators, the Washington Education Association, and the Washington State School Directors' Association recognize the need to preserve the highest education services for migrant students;

BE IT RESOLVED That the Washington State Migrant Education Program Advisory Committee urges the definition of migrant eligibility be no less than four years (forty-eight months) with full funding to continue to serve the over 40,000 migrant students served under the current year eligible parents establish residency in Washington State;

BE IT FURTHER RESOLVED That the Washington State Migrant Education Program Advisory Committee urges the continuation and restructuring of the national data bank (Migrant Student Record Transfer System) to ensure equitable distribution of federal dollars to all states and the appropriate student academic and health information, as recommended by the National Commission for the Study of Migrant Education (1993);

BE IT FURTHER RESOLVED That the Washington State Migrant Education Program Advisory Committee urges the preservation of services to migrant students and the continued support required to overcome their educational and health deficits resulting from their mobile lifestyle.

**WASHINGTON STATE MIGRANT EDUCATION
PROGRAM ADVISORY COMMITTEE**

Josie Arroyo

James Rigney, SAC Chair

Josie Arroyo, SAC Co-Chair

Excerpts From
A Report Prepared by the

U.S. Senate Republican Conference
Task Force on Hispanic Affairs
September 1992

THE CALEXICO UNIFIED SCHOOL DISTRICT: LIGHTING THE WAY FOR EXCELLENCE IN EDUCATION

Part III

MEASURES OF CALEXICO'S SUCCESS

Measuring educational success is a difficult and ambiguous task. While standardized testing is an important indicator of a student's learning potential, CUSD emphasizes the importance of student activities, students gaining an appreciation for education, and students developing a sense of pride and self-esteem. Calexico schools excel in all three of these areas. The following measures demonstrate CUSD's accomplishments.

Alternative High School Program

CUSD's alternative high school, Aurora High School, ranks as one of the best alternative school programs in California and creates an option for students who are not succeeding in the traditional school regimen of Calexico High School. With a student population of approximately 150 students (compared to the approximately 1,500 students at Calexico High School), Aurora High School distinguishes itself from other alternative school programs not only with its academic achievement (in one year, there was nearly a 20 percent increase in state test scores), but also with its outstanding 85 percent student completion rate.

Advanced Curriculum

CUSD is extremely successful in exposing students to an advanced curriculum and to higher levels of thinking. Placing it in the 90th percentile in the state, over 90 percent of Calexico High School students have taken four or more years of English. Looking specifically at Calexico High School, 75 percent of Calexico High School seniors have taken three or more years of math and one-third of them are enrolled in advanced science classes.[1]

Student Activities

What is unique about CUSD is that its entire student body rather than just a small circle of active students takes pride in their school and participates in its activities. With over 30 active clubs, the Calexico High School student body was recently recognized by the state government as having one of the best high school activity programs in the state. A 1986 California Assessment Program survey found that 40 percent of Calexico High School seniors participate in academic clubs compared to the 27 percent state average. The assessment also found that Calexico High School students participated in after-school activities at comparable rates relative to other California schools. Examples of student activities include sponsoring a prom for handicapped students, providing gifts for a local orphanage, gathering food for the underprivileged, and donating toys to a local children's clinic.

Achievement Tests

Based on the California Achievement Program tests, CUSD students are performing relatively well. According to the California standardized test, approximately half of Calexico's high school students are considered to have adequate or better than adequate math and reading skills. Considering the unique demographic and linguistic characteristics of the students, these statistics are extraordinary.

High School Completion

With its receptive and encouraging environment, CUSD's two high schools, Calexico High School and Aurora High School, maintain a cohort drop-out rate between 10-15 percent. This strikingly contrasts the 30 percent California Hispanic drop-out rate as well as the 20 percent general statewide average.[2]

Advanced Placement Tests

Advanced Placement tests (AP tests) are taken by high school students upon completion of demanding college level classes. Successful grades of three or higher may be applied toward college credit at many U.S. colleges and universities. In 1991, CUSD held a passage rate of 37.2%. This rate, which is based on the number of exams passed per 100 seniors, is nearly twice the state average of 20 percent. The high passage rate not only accounts for CUSD's unusually high test taken/test passage rate (over 80 percent), but also recognizes that one-third of the school district's seniors enroll in college level classes and subsequently take the AP test.

College Enrollment

In recent years, approximately two-thirds of CUSD graduates have regularly enrolled in post-secondary education institutions. In 1988, for instance, 45 CUSD graduates entered such selective four-year universities as Harvard University, the U.S. Naval Academy, Stanford University, and several of the University of California campuses and California state universities. In addition, nearly 200 members of that class continued their education at the local community college. This enrollment success is augmented by the fact that over one-fourth of Calexico High School graduates eventually earn their bachelor's degree.

Part IV

THE CALEXICO COMMUNITY

The city of Calexico, California, sits on the border between the United States and Mexico, directly across from Mexicali, Mexico. With a population of approximately 18,000 residents who primarily converse in Spanish, Calexico could easily pass for a small Mexican city.

With a population of nearly 1 million, Mexicali has considerable economic and social influence on Calexico from the constant flow of workers, tourists, and residents who enter Calexico every day.

Characterizing Calexico are an average family income of less than $10,000 and a county unemployment rate of nearly 20 percent. The population is extremely homogenous, as 98 percent of the city's residents are Hispanic and nearly half work in the agricultural industry.

Similar to the city's population, CUSD's student body is 98 percent Hispanic. In addition, the school estimates that nearly 95 percent of entering students only speak Spanish and that 27 percent of its students interrupt their school year to follow their migrant parents.

With students from these backgrounds, Calexico schools face a myriad of difficulties in instructing its students. Nevertheless, by structuring its system to focus on overcoming these problems, CUSD has achieved remarkable success in educating those students who are most at-risk for educational failure.

Part V

THE CALEXICO UNIFIED SCHOOL DISTRICT

The Calexico Unified School District provides vocational, bilingual, and regular education to over 6,500 students in 9 schools. With an annual budget of approximately $25 million, CUSD spends approximately $4,000 per student. This expenditure is comparable to those by other California school districts. Listed below are the schools that comprise CUSD:

1. Blanche Elementary School,
2. Dool Elementary School,
3. Jefferson Elementary School,
4. Mains Elementary School,
5. Kennedy Gardens Elementary School,
6. Rockwood Elementary School,
7. De Anza Junior High School,
8. Calexico High School, and
9. Aurora High School (continuation school).

Interestingly, CUSD has not always enjoyed success. Ten years ago, CUSD students were leaving school at nearly twice the current rate and not one student passed any of the college advanced placement tests. Since that time, however, the school district has reorganized itself and has made substantive changes to its program. By 1986, the district received a full six-year accreditation status for the first time. Previously, it had only been granted two-year accreditations. Under the leadership of Dr. Gerald Dadey, the CUSD superintendent from 1983 to 1991, the school district continually developed and transformed itself into a successful school district. One of Dr. Dadey's more innovative and productive efforts was hiring the outside and independent education agency, Far West Laboratory, to evaluate the school district and give recommendations beyond those provided by the state accreditation agency. The 1985 Far West study created a blueprint for many of CUSD's subsequent efforts.

Part *VI*

THE CALEXICO EDUCATION PROGRAM

Through a mixture of innovative policies and successful implementation, CUSD maintains a comprehensive system of programs that has managed to help its students realize their true potential.

The key element of the CUSD model appears to be its ability to implement its interdependent educational programs effectively. The following represents a brief summary of the unique elements of the CUSD system and provides some insight into the school district's capacity to execute its educational programs.

Bilingual Education

With an entering student body that is primarily Spanish-speaking, it is not surprising that an effective bilingual program is at the root of CUSD's success.

Similar to other bilingual programs, CUSD's program receives most of its funds from the state government. The school district also receives special state funding through the Economic Impact Aid grant that allows it to devote additional attention and resources to its unique student population.

The federal government is involved in bilingual education as a funding source for programs that expand and supplement local bilingual opportunities for bilingual students. CUSD has utilized federal resources to fund innovative bilingual programs and teacher training.

In theory, bilingual education is a means by which students, with limited English speaking and reading abilities, acquire English language skills through bilingual class instruction.[9]
Nonetheless, because of low expectations, the abundance of unqualified instructors, and a segregated remedial atmosphere, many bilingual programs throughout the country have failed.[10] CUSD's program, however has proven to be successful. An important determining feature of the school district's program is its group of qualified instructors. Nearly 70 percent of CUSD bilingual teachers have the appropriate certification. In addition, since most of CUSD students participate in the bilingual program, the learning environment is neither isolated nor remedial.

Finally, the bilingual curriculum design is based on the idea that a child learns best in his native tongue. This entails a transitional approach to class instruction throughout the curriculum. Thus, in early elementary grades, nearly 80 percent of all classes are instructed in Spanish.[11] As students move to higher grades and subsequently gain more English language skills, the students receive more instruction in mainstream and sheltered English programs.

CUSD schools also provide suitable instruction for older students who enter the school system with little or no English language skills. In the 5th and 6th grades, CUSD brings non-English speaking immigrant students together in "Newcomer" classrooms for 1) English language classes; 2) instruction on the transition to their new social environment; and 3) supplemental training on certain skills that many immigrant students lack, such as computer, writing, and hands-on scientific process skills. The "Newcomer" students also integrate with mainstream students in classes such as physical education, music, and art. By doing this, the elementary schools provide focused instruction without completely segregating its students.

At the high school level, CUSD offers college preparatory classes in Spanish. These classes give those students who have not acquired sufficient English language proficiency the opportunity to obtain advanced academic skills.

In sum, CUSD's bilingual program is successful because at each grade level, students have the opportunity to acquire the important and necessary academic skills needed for advanced study, regardless of language skills. This is crucial and is often elusive in less successful bilingual education endeavors.

Opponents of bilingual education claim that this type of program provides Spanish speaking students with a safe haven in which it is not necessary for them to learn English.[12] Consequently, critics argue that participants in bilingual programs do not have the necessary impetus to acquire English language skills nor to assimilate into American culture.[13]

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In this debate, it is important to remember that assimilation is more than just acquiring language skills. Assimilation also involves gaining access to mainstream opportunities. In today's modern society, that access is primarily attained through education. Although its students learn English skills over an extended period of time, CUSD officials believe that its transitional bilingual education program is the best long-run means for students to obtain both language and academic skills.

Parental Outreach Programs

Mounting evidence reveals that parental involvement in a child's education is positively correlated with academic success.[14] Given this, it is disheartening that many Hispanic parents across the country are not involved in their children's education. An important fact, however, is that Hispanic parents are more likely to work in marginal jobs, have little formal education, have young children that need supervision, or experience difficulty in understanding school notices that are in English.[15] [16] [17] Combined, these factors create unusual and extreme obstacles that often limit the parent's time and ability for any form of participation.

Calexico's school district aggressively attacks these problems. In each school, programs exist that seek out and facilitate parental involvement in school activities. For instance, at Mains Elementary School, babysitting services are provided during each monthly parent meeting. At Blanche Charles Elementary School, the school distributes a home-school partnership plan that outlines parental responsibilities and opportunities for involvement and overtly invites parents to participate. In the area of Adult Education, CUSD provides classes for over 600 parents and adults. These programs not only provide English and other types of instruction to parents, but also give them the means and the opportunity to become more familiar with CUSD.

Equally interesting are the activities at Aurora High School that provide a six-week parent training program in an effort to raise the parents' self-esteem and familiarity with the school. The school evaluates the parents' school involvement in activities such as grading homework, visiting teachers, and participating in fundraisers.[18]

Other innovative and successful programs at CUSD include:

- Parent newsletters in English and Spanish,
- Reading contracts that promote reading at home,
- Parents of the Month Awards,
- Homework folders that inform parents of the student's required work,
- Workshops instructing parents how to help students study, and
- Telephone trees to personally update parents on upcoming school activities.

Not captured in specific programs list is the school district's receptive environment. Simply put, parental input and involvement is welcomed and encouraged in all areas and activities. Importantly, the substantial language aptitudes of CUSD teachers and administrators facilitate communication between Spanish-speaking parents and school officials.

Qualified Staff

Calexico Unified School District boasts a team of qualified teachers that understand the culture, the experiences, and the language of the students. The following measures indicate the capabilities and pertinent background many of CUSD teachers and administrators possess:

- 51 percent of the staff are Hispanic (compared to 7 percent state average and 3 percent national average),
- 60 percent of the faculty are fluent in Spanish with an additional 28 percent having good-to-fair Spanish language skills,
- 30 percent of the staff are Calexico High School graduates,
- All 5 School Board members are Hispanic and bilingual,
- 70 percent of K-6 bilingual teachers are certified as such,
- 65 percent of the certified administrative staff are Hispanic and bilingual, and
- 63 percent of the staff posses a master's degree or higher (vs. 41 percent state average).

One reason that CUSD employs many qualified teachers is that the school district offers salaries that rank among the highest in the state. The following represents several measures of CUSD's salary premium:

Measure

26YREP - Earnings an individual receives assuming 26 years of employment and master's degree attainment in the 9th year
Base - Base pay for individual with no experience
Max - Maximum salary on school schedule

Measure	Amount	Percent above State Average	State Rank (out of 750)
26YREP	1,124,179	11.9%	69
Base	27,572	8.0%	26
Max	52,313	11.1%	108

When one considers Calexico's relative low cost of living, these salaries become even more attractive.

Another factor responsible for the quality of CUSD's teachers is the district's policy of offering substantial financial incentives for teachers to participate in outside training. CUSD not only pays their teachers $17 per hour to attend CUSD sponsored training classes, but it also provides teachers the opportunity to advance on the salary scale by giving university credit for supplemental training.

Finally, the school district nurtures the talent and capabilities of its teachers by placing tremendous emphasis and priority on staff development. For example each certified staff member averages over 30 hours of training every year, and each administrator completes a 300-hour, three-year, California State Education Department Training Program for Administrators (i.e., at the California School Leadership Academy). Moreover, all new instructional program changes are initiated and supported with training, and almost all training is extensive, systematic, and sequential (i.e., most training programs are 15 to 40 hours in length and a significant and growing portion of training is supplied by CUSD teachers).

Internal Resource Management

Rather than just throwing money and resources at problems, CUSD prioritizes its educational resources to maximize the benefits to students.

For example, at the top of CUSD's list of priorities is maintaining a corps of motivated and qualified teachers. To fund its salary scale and training incentives, each school within the CUSD system gives less priority to administrative overhead and operates under a tight administrative budget. While this has resulted in a lean administrative and support staff, the streamlining of costs allows CUSD schools to supplement its funds and offer meaningful incentives that will attract and develop qualified teachers.

Migrant and Immigrant Programs

In response to the continuous stream of immigrants to Calexico and the 500 to 600 migrant students enrolled in CUSD schools, the school district has installed extensive federally funded programs to address their unique educational needs. These programs include:

- Counseling services,
- Workstudy positions,
- Small group instruction,
- Summer schools,
- Saturday schools, and
- Staff training.

These efforts, among others, allow the student to gain supplemental instruction in a relaxed environment where resources are concentrated and attention is focused on the student's special needs.

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Outside Funding

Since many of its students are from low-income families and have limited English speaking abilities, CUSD is eligible for various types of grants.[19] To maximize its receipt of grants, the school district maintains a staff position with the sole responsibility of seeking out and writing proposals for federal, state, and foundation grants. As a result of this focus, CUSD received nearly $4 million in outside support for the 1991-92 school year. These funds help provide the resources that assist CUSD schools in producing innovative programs and encouraging teacher training that allow the schools to focus on their distinctive student body. Listed below are the grants received for the 1991-92 school year.

Project	Amount
School Improvement	$ 501,662
Chapter 1	870,003
Chapter 2	62,199
Economic Impact Aid, LEP students	870,603
Migrant Education	549,301
Emergency Immigrant Assistance Act	34,250
Educational Technology Grant	11,175
Language Arts Project	50,000
Job Training Partnership Act	170,000
State Preschool	125,350
Vocational Education Act	46,309
Title VII	
Short Term Training	97,682
Transitional Bilingual Education	150,000
A.B. 1274 Planning Grant	101,740
Project AMEND (teacher training)	21,095
Project DATE (drug awareness)	90,000
TOTAL	$3,640,274

Preschool Programs

Calexico maintains three preschool programs with the belief that early intervention is cost effective and a unique opportunity to affect a child's social and intellectual development positively. The schools serve approximately 120 children between the ages of three and five and are supported with outside funds. The California state government supports the California State Preschool, while the federal government provides for Campesinos Unidos, Inc. and the Imperial County Migrant Education Program.

Each of Calexico's preschool programs gives admission priority to low-income children and employs the High/Scope teaching philosophy. Generally speaking, a High/Scope curriculum is based upon an open-ended curriculum that encourages creativity and input from the child and the parent.[20]

Research shows that relative to control groups, preschool programs foster substantive social and academic development among children.[21] Most elementary schools in this country, however, are not effectively organized nor adequately focused to capitalize on the child's preschool development. Illustrating this failure, studies also reveal that most preschool advances frequently fade during the early elementary school years.[22] In Calexico, however, this does not appear to be the case. The coordination of Calexico's preschools with its elementary school system appears to make a substantive contribution to the district's overall success.

Counseling

While CUSD operates with high counselor/student ratios of approximately 1 to 400, the school focuses its efforts and maximizes its resources to furnish students with the information essential for effective academic planning. For example, CUSD provides a structured forum in the 10th grade in which parents and students discuss careers and requisite class selection when there is sufficient time for changes. In addition, guidance aides, trained by counselors, help reclassified students understand their graduation requirements. Finally, in an attempt to inform students of what lies ahead in their lives, the school district sponsors career programs such as:

- Career Day (A day of speakers, school representatives, etc.),
- A career placement center (an information center),
- Tag-Along-Day (students spend a day with a working individual from the community), and
- Monthly speakers from the community.

Alternative High School Program

CUSD's alternative high school, Aurora High School, maintains an academic and vocational curriculum that is flexible yet solely focused upon assisting the student gain the necessary requirements for graduation. This involves individualized curriculum, independent study, and efforts to link school with future employment. In strong contrast to most continuation schools around the country, Aurora's enthusiastic staff creates a warm and encouraging environment that provides the necessary vision, scope, and hope essential to an at-risk student's academic success.[23]

Collaboration Between Schools

Retention data from school districts across the country suggests that moving from one campus to another disrupts a student's affinity with school.[24] To facilitate the social and academic transition between schools, CUSD provides high school orientation programs for eighth graders, meetings between department heads at Calexico High School and teachers at De Anza Junior High School; and liaison committees among Calexico High School, Imperial Valley College, and San Diego State University.

Self-Esteem Programs

CUSD has established several programs that promote student pride and high personal expectations. Moreover these efforts also encourage students and reward them individually. Combined, these programs help students to attain a sense of individual empowerment.

An example of this effort is the federally-funded Schools Needing Alternatives for Prevention (SNAP) program. Project SNAP provides counseling for students who are considered likely to develop drug or alcohol problems. SNAP is a six-week program that sponsors alternative recreational activities and other programs that promote self-respect and communication between students and parents.

Other self-esteem programs include Calexico's efforts to "celebrate students." Through award dinners, newspaper recognition, and prizes, each school makes a concerted effort to focus attention on successful students.

Also noted are the peer counseling programs at CUSD. These programs give approximately 75 students the opportunity to act as mentors and friends to younger students who are experiencing learning or behavioral trouble at school. The program not only develops social skills and self-esteem for all participants, but it also allows the peer counselor the opportunity to affect another student's life positively. Finally, peer counseling expands the school's ability to reach more students than would be possible utilizing the fixed number of staff counselors normally available.

These self-esteem programs, along with the district's other education policies, instill CUSD students with the notion that they can be successful. The importance of this effect should not be underestimated. Nowhere is the importance of high expectations and empowerment more evident than in the history of Calexico's high school AP test participation. Previous to 1989, approximately 10 percent of CUSD seniors took the college advanced placement tests. After the publicity of the AP success of Hispanic high school students in the movie "Stand and Deliver", students and school officials worked together to fulfill the untapped potential of the student body by providing the means and the vision necessary for them to succeed. In the following year, the school district AP test participation rate increased to nearly 40 percent without decreasing its test passage/test taken rate.

Part *VII*

CONCLUDING REMARKS'

In light of the disproportionate educational failure of schools serving Hispanic students, CUSD's achievement is truly extraordinary. Although the school district's success is facilitated by its homogenous Hispanic population, the district's administration and teaching policies are still noteworthy and can conceivably be adopted by other school districts, regardless of their characteristics. In sum, these policies include:

1. The Calexico bilingual education philosophy and approach,
2. Parental outreach programs,
3. Self-esteem programs,
4. The emphasis on collaboration between the various schools within a district,
5. The emphasis on student activities,
6. The emphasis on continuous teacher training and development,
7. High teacher salaries, and
8. The prioritization and maximization of scarce educational resources and services.

CUSD's example furnishes a glimpse of a program that is tapping into the talent of the Hispanic community. Although implementing the appropriate policies to ensure comparable success in other schools might be organizationally or fiscally difficult, allowing a public school system to fail a student because of misplaced resources or unfocused policies is an injustice that educators, policymakers, and the public must rectify.

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[1] Hillinger, p. 23.

[2] California State Department of Education as reported by Hillinger, p. 1.

[3] Robert Moreno as reported by Hillinger, p. 23.

[4] Hillinger, p. 23.

[5] Western Association of Schools and Colleges Accrediting Commission for Secondary Schools, "Pursuing Excellence" (April, 1987).

[6] Clara Germani, Christian Science Monitor, (June 11, 1991)
p. 11.

[7] Miguel Navarrette, California Department of Education as reported by Hillinger, p. 23.

[8] Roberto Moreno as reported by Hillinger, p. 23.

[9] Margot A. Schenet, CRS Issue Brief, IB90028 "Higher Education: Reauthorization of the Higher Education Act" (March 12, 1992) p. 19.

[10] Diane Lam, Bilingual Education: A Research Agenda for the 21st Century, Boston: Mauricio Gaston Institute, 1990, p. 18,19.

[11] Dennis Parker, manager of the Office of Instructional Strategies as reported by Hillinger, p. 23.

[12] Linda Chavez, Out of the Barrio, BasicBooks, 1991, p. 9.

[13] Ibid.

[14] "Parent Participation-Student Achievement: The Evidence Grows" as reported by the William Trotter Institute, UMass-Boston, in Latino Parental Involvement in the Boston Public Schools: Preliminary Notes From the Fired, Boston, 1988, p. 3.

[15] Leticia C. Miranda, "Children's Defense from Latino Child Poverty in the United States," Washington D.C., 1991 as reported in 1992 Policy Summary, National Hispanic Leadership Agenda. 1992, p. 26.

[16] Bureau of the Census, "The Hispanic Population in the United States: March 1991," Current Population Reports, Series P-20, No. 455. Washington, D.C., 1991 as reported in State of Hispanic America 1991: An Overview, National Council of La Raza, p. 8, 1992.

[17] U.S. Bureau of the Census, The Hispanic Population in the United States: March 1991. Current Population Reports, Series P-20, no. 455, Washington, D.C., 1991 as reported in 1992 Policy Summary, National Hispanic Leadership Agenda, 1992, p. 3.

[18] Robert Carranza, "An 'A' for Mom and Dad" p. 1,6. inc. info.

[19] Hillinger, p. 23.

[20] Gary Natriello, Edward L. McDill and Aaron M. Pallas. Schooling Disadvantaged Children New York: Teachers College Press, p. 57.

[21] Ibid. p. 68.

[22] Ibid., p. 68-69.

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[23] Carranza, p. 6

[24] Anne E. Wheelock, The Status of Latino Students in Massachusetts Public Schools: Directions for Policy Research in the 1990s, Boston: Mauricio Gaston Institute, 1990, p. 13-15

April 22, 1994

The Honorable Claiborne Pell
Member, United States Senate
335 Russell Senate Office Building
Washington, DC 20510

Dear Senator Pell:

Thank you for leaving the hearing record open and requesting testimony on the reauthorization of the Elementary and Secondary Education Act.

The members of the Interstate Migrant Education Council (IMEC) met in Washington, D.C. on February 3-5, 1994 for purposes of conducting Council business on behalf of the migrant student population. Participants at the meeting included 48 Steering Committee and Council representatives from the eighteen member states. Also present at the meeting were representatives from Congress, the U.S. Department of Education, and Migrant Program Coordination Centers. The keynote speaker at the meeting was IMEC's Chairman Congressman William D. Ford. Special presenters included Bruce Hunter of the American Association of School Administrators, and Thomas Payzant, Assistant Secretary of Elementary and Secondary Education. Representatives from the Office of Migrant Education also participated in the two-and a-half day meeting.

Among the topics considered at the meeting was the reauthorization of the Elementary and Secondary Education Act. Council workgroups examined both the Administration's bill and H.R. 6 in the areas of Title 1, Part A in its relationship to services for migrant students; Part C, Education of Migratory Children and Title II, Part B Section 2205, Comprehensive Regional Centers.

The purpose of this letter is to convey the IMEC's recommendation on the matter of Comprehensive Regional Centers. Testimony on the other topics will be under separate cover.

The Council believes that incorporation of the Migrant Program Coordination Centers (PCCs) into the proposed Comprehensive Regional Centers would not be in the best interest of the migrant education program. The reasons for this recommendation are as follows:

We believe the migrant education program would be deprived of a responsible delivery system that coordinates and provides a vast array of services and resources to a very unique population. The PCCs are organized by migrant streams (East, Midwest, West) and are staffed by persons with intimate knowledge of the migrant education program and the unique cultural aspects of the students and families. Because of the familiarity about both programs and personnel, access to the PCCs and services from the PCCs is extraordinarily easy and non-bureaucratic. The PCCs are truly an extension of the state and local migrant education program. It is inconceivable that another structure could better serve the migrant education program.

The Administration's proposal for Comprehensive Regional Centers was discussed in great detail by the IMEC members. There were presentations on the rationale for the proposed and also discussions of the current role of Technical Assistance Centers and Rural Technical Assistance Centers. There were several concerns raised by IMEC in regard to the Administration's proposal:

1. The ten regions where the centers will be located are not equal. The geographic area, the number of states and the current Chapter 1 allocations are considerably different among these regions.

2. The Comprehensive Regional Center proposal contains insufficient details to ensure that they will be truly comprehensive. There is a question as to whether the centers would effectively address the needs of special populations such as those served by Migrant Education, Bilingual, and the Gifted and Talented programs.

3. The thrust of Goals 2000 and Title 1 is to provide flexibility. Why should technical assistance go the opposite direction to a one-size-fits-all ?

4. Establishing these centers, would not necessarily result in financial savings. For example, a regional center that is established to assist states with large populations and/or geographic areas may need several assistant directors, or managers, and would also need to establish and maintain various "regional" offices. Since these sites would also need to be staffed, the net savings may not be noticeable.

5. The rationale that establishing regional centers would automatically enhance coordination among the various categories of programs is unsubstantiated. Many agencies and school systems currently operate multiple, but uncoordinated, programs under one administration. Large service areas and special populations with unique needs may also inhibit effective coordination.

If comprehensive centers are established, IMEC has two recommendations:

1. There should be a planning period, during which time new roles, responsibilities, service areas, and RFPs for the centers would be defined. This period of time could be six months to a year from the date that the legislation is enacted.

2. The Secretary should be directed to convene a national, representative group to work out implementation details, including time to phase out defunct centers and to allow for existing staff relocation.

While IMEC opposes inclusion of the migrant program PCCs in the proposal to collapse all technical assistance into comprehensive regional centers, we acknowledge that there must be a means of reducing identified duplication particularly in the areas of commonality among programs such as curriculum and professional development activities. We are prepared to work with the Congress or the Department to address these and other concerns of the Migrant Education Program.

Sincerely,

Jack Perry

John D. Perry
Senior Project Consultant

PREPARED STATEMENT OF JOHN PERRY

Dear Senator Pell:

Thank you for requesting testimony on reauthorization of the Elementary and Secondary Education Act (E.S.E.A.) and keeping the record open for that purpose.

The Interstate Migrant Education Council is submitting this testimony in regards to Title I, Part A.

The Administration has proposed that the eligibility period for migrant students under Part C of E.S.E.A. be reduced to 24 months from the current provision of 72 months. If this provision is adopted, the number of students eligible under Part C will be dramatically reduced. Also, with the Administration's proposal to increase schoolwide programs many migrant students that will still be eligible for Part C services will be served schoolwide rather than directly by Part C programs.

The intent of the Interstate Migrant Education Council's recommendations to your committee is to insure appropriate services by Part A program for migrant students eligible under Part C (24 months) and students formerly eligible under Part C (25 months to 72 months).

To meet this goal the underlined language in the following sections of S1513 are recommended as amendments.

To meet these concerns possible amendments to the Administrations bill are underlined.

Section 1111 State Plans

(a) (1) "SEC. 1111. (a) PLANS REQUIRED. _(1) Any State desiring to receive a grant under this part shall submit to the Secretary a plan, developed in consultation with local educational agencies, teachers, administrators, parents, and state directors of programs that may be included in schoolwide program of Section 1114, that

(b) Standards and Assessment Provisions

(b) (3) (D) (D) include, except under the most extreme conditions, children with disabilities and limited English proficient children who, to the extent practicable shall be assessed in the language that will afford them the greatest opportunity to demonstrate their proficiency, and take into consideration unique circumstances of migrant children eligible under Part C;

Section 1112 LEA Plans

(c) Other Provisions

(c) (3) (A) (ii)

(ii) services for children with limited English proficiency or with disabilities, migratory children served under Part C of this title, and migratory children formerly eligible under Part C, neglected or delinquent children served under part D of this title, homeless children, and immigrant children in order to increase program effectiveness, eliminate duplication, and reduce fragmentation of the children's instructional program;

(c) (3) (C)

"(C) establish a procedure to ensure that all children in participating elementary schools in which the percentage of children from low-income families is 50 percent or more and all migratory children formerly eligible under Part C, receive at a minimum, two health screenings during the elementary school years at appropriate intervals based on reasonable pediatric standards. Funds under this part may be used to provide such health screenings only if funds from other public or private sources, including, but not limited to, Medicaid, Early Periodic Screening, Diagnosis, and Treatment (EPSDT); private insurance; or other community health resources, are not reasonably available to pay for such screening.

(c) (4) (C) "(C) a general description of the nature of the programs to be conducted by its schools under sections 1114 and 1115 and services outside those schools for children living in local institutions for neglected or delinquent children and for eligible homeless children and for migrant children currently and formerly eligible under Part C.

(d) Plan Development and Duration

"(d) PLAN DEVELOPMENT AND DURATION - Each local educational agency plan shall be--

"(1) developed in consultation with teachers and parents of children in schools served under this part, LEA program directors of those programs that can be included in schoolwide projects, and

"(2) periodically reviewed and revised, as necessary, to reflect changes in the local educational agency's strategies and programs.

Section 1113 Eligible Attendance Areas

(c) (3) (A) Allocations

"(A) eligible homeless children who do not attend participating schools, including providing educationally related support services to children in shelters, and migrant children eligible under Part C, where appropriate; and

Section 1114 Schoolwide Programs

(b) Components of a Schoolwide Program

(b) (1) (B) (iv)

"(iv) address the needs of all children in the school, but particularly the needs of low-achieving children, children with limited English proficiency, migrant children currently and formerly eligible under Part C, and children who are members of the target population of any program that is included in

(c) School Support Teams

"(c) SCHOOL SUPPORT TEAMS. - (1) Each State educational agency shall establish a system of school support teams that will include directors of federal programs that may be included in schoolwide projects to provide information and assistance to each schoolwide program to ensure that schoolwide programs provide the opportunity for all children to meet the State's challenging performance standards.

Section 1115 Targeted Assistance

(b) Eligible Children

(b) (2) (A) (i) Children receiving services to overcome a disability or limited English proficiency and children formerly eligible under Part C are eligible for services under this part on the same basis as other children selected to receive services under this part.

(C) (2) (c) (i)

"(C) Each plan shall be __

"(i) developed with the involvement of the community to be served and those individuals who will carry it out, including teachers, administrators including federal program administrators, other staff, parents, and, if the plan relates to a secondary school, students from the school;

Section 1116 Parental Involvement

(f) Accessibility

"(f) ACCESSIBILITY - In carrying out the parental involvement requirements of this part, local educational agencies and schools shall, to the extent practicable, provide full opportunities for participation to parents with limited English proficiency or with disabilities, including providing information in a language and form they understand, and parents of migratory children currently and formerly eligible under Part C.

PREPARED STATEMENT OF ALBERT SMITH

The National Dropout Prevention Coalition is an organization of professional educators, social and health service workers, and advocates of diverse cultural and ethnic communities from across the nation who are actively involved with dropout prevention and intervention programs.

We are pleased to have this opportunity to offer prepared testimony in support of continuing the Dropout Prevention Demonstration and Assistance Program. In our judgment, this Department of Education program holds a great deal of promise directly supportive of the National Education Goals and to stop this momentum will seriously erode the successes and the corresponding knowledge base emerging around this issue.

Dropping out of school and living in poverty environments are risk indicators strongly associated with unemployment, gang activity, and family violence. School dropouts are disproportionately involved in child abuse/neglect situations, drugs, crime and the other descriptors referenced in the needs being addressed by the National Education Goals all of us are supporting. We have begun to demonstrate that there are model program initiatives that work and can be successfully replicated elsewhere. Yet, much remains to be done in order to avert a national disgrace. For example, there still is no consistency in how we count dropouts within and across the states. Dropout rates are very likely higher than what is being inconsistently reported. Our members are telling us that overall numbers of dropouts are not declining and are showing increases among several of our rural isolated, inner city, and other diverse school-communities.

Current Title 1 legislative increases and enhancements while important are unlikely to address the dropout prevention needs of many of our students and their families. Chapter I imposes eligibility or service limitations that very often do not permit programs to serve large numbers of dropouts or potential dropouts who do not qualify for specific entitlements. Many Hispanic families, and many others, are part of the "working" poor, and typically do not qualify for Aid to Families, free and/or reduced lunch, or other low income descriptors prescribed by Chapter 1. Furthermore, Chapter funds are not available to community-based programs, where much of the innovation and experimentation with dropout prevention is taking place. Title1 funds are frequently committed to maintenance of established school bureaucracies that are not inclined toward innovation in partnership with other organizations committed to working with at-risk students and their families.

The likelihood of state and local sources replacing or institutionalizing programs such as those currently being demonstrated by the ESEA's Dropout Prevention component is slim at best. Local governments and school bureaucracies are unlikely to divest their resources to support a program the federal government appears to have abandoned. Our coalition recently surveyed a representative sample of the current demonstration projects to report as to the likelihood that their programs will continue after the August 31, 1995 expiration date currently set. Ninety percent of respondents reported that their current program initiatives will very likely not be continued beyond the federal expiration date and 75 percent went further to say that their program definitely would not survive.

Respondents to our surveys also reported they are receiving increasing numbers of inquiries from a variety of local and national service agencies and school-communities requesting assistance with startup activities designed to replicate the features of these demonstration projects that evaluation is beginning to show are effective. For example, in Washington State, one of our demonstration projects has been contacted by Detroit Public Schools, Juneau Public Schools and seventeen of its state school districts in the past six months.

Abandoning these efforts now when evidence of success is beginning to be demonstrated is in our opinion not cost-effective. The national evaluation of these projects now under way is set for completion a year after the scheduled program expiration date, not allowing time for sharing; dissemination, and institutionalization of project features evaluated as effective. With all of this in mind, we are respectfully requesting the Senate to include provisions in the ESEA reauthorization to ensure the Dropout Prevention Demonstration and Assistance Program is continued with long-term funding assurances. Specifically, we are asking that the following provisions be added:

1. That the current expiration date be extended by a minimum of two years, to August 1997, to allow sufficient time to complete evaluations, disseminate results and institutionalize features of these projects evaluated as successful;

2. That a new round of competitive grant funding be initiated to allow further program creativity and innovation to address much necessary "unfinished business" associated with school dropouts in support of the National Education Goals, and that this new competition not be limited to state education departments;

3. That within this new round of competitive grant funding, at least half of the appropriation be earmarked for support of regional technical and assistance centers established to assist school communities with replication of the features of these demonstration projects evaluated as successful.

We appreciate the opportunity to provide this testimony and will be happy to forward further information or answer any related questions.

Thank you.

Senator PELL. The hearing is adjourned.

[Whereupon, at 12:03 p.m., the subcommittee was adjourned.]

ELEMENTARY AND SECONDARY EDUCATION ACT REAUTHORIZATION

MONDAY, APRIL 18, 1994

U.S. SENATE,
SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES, OF
THE COMMITTEE ON LABOR AND HUMAN RESOURCES,
Chicago, IL.

The subcommittee met, pursuant to notice, at 9:44 a.m., at Hefferan Elementary School, 4409 W. Wilcox, Chicago, IL, Hon. Paul Simon presiding.

Present: Senator Simon.

OPENING STATEMENT OF SENATOR SIMON

Senator SIMON. The subcommittee will come to order.

For those of you in the back, there are some seats up here in the front, and you may be able to hear a little better.

We are pleased to have a hearing of our Subcommittee on Education. We are going to be reauthorizing the Elementary and Secondary Education Act this year. It is good to be back here. I was at Hefferan School last school year. I visited 18 schools in Chicago, primarily on the West Side and the South Side, to get a feel for what is happening here. I am pleased to be back here.

We are inching forward. We have passed the Goals 2000 bill, and the Illinois the first year of that will get about $4.2 million, which sounds like a lot of money. But $4.2 million is about 33 cents per citizen of the State of Illinois. In terms of the needs that we have, it is frankly very little.

At the Federal level, in fiscal year 1949, we spent 9 percent of our Federal budget on education. We are now spending 2 percent of our Federal budget on education. The big growth item is interest. It is squeezing, because of the deficit. It is squeezing out our ability to respond on some of the social needs.

We have passed the school-to-work opportunities bill, of which I was pleased to be the chief sponsor, and that will be on the President's desk very shortly, and that will be of help. The Safe Schools Act should provide about $3 million to Chicago schools. That will be of some help.

But we are in the process of reauthorizing the Elementary and Secondary Education Act, as I mentioned. One of the fundamental questions is are we going to target more effectively. My personal belief is that Chapter 1 really is designed for poverty areas, and that we ought to target more effectively. But that is, as you might guess, a politically volatile question, because right now about 90 percent of the school districts in the Nation receive some aid, and school districts that are hurting for funds are not eager to lose any funds. I sympathize with that, but the purpose of Chapter 1 is really to help in poverty areas.

Another problem that I hope we will address is the whole question of equity in schools. And you do not need to go any further than the State of Illinois. We have differences of assessed valuation in our State of $5,400 per student to $880,000 per student.

It is very interesting that in Sweden, which does not have the income disparities that we do in the United States, they spend two to three times as much per pupil in the poor areas as they do in the more affluent areas. We do just the opposite. And I do not mean this disrespectfully to New Trier or Oakbrook or any of the other areas, but we do not respond on the basis of need, and that is in my opinion a mistake.

In any event, we are pleased to have a series of witnesses, in fact a long list of witnesses. We will have to follow very strictly the rule that we have followed in our subcommittee of 5 minutes per witness. We will enter your statement in the record, and then I would like to proceed with questions, if we can.

Let me first call on Leonard Dominguez, Deputy Mayor for Education for the City of Chicago, and Kimberly Caldwell, who is a student at Hefferan Elementary School.

Is Kimberly here? Kimberly will be along shortly.

Mr. Dominguez, we are pleased to have you here, and we thank you for being here.

STATEMENT OF LEONARD DOMINGUEZ, DEPUTY MAYOR FOR EDUCATION, CITY OF CHICAGO

Mr. DOMINGUEZ. Thank you, Senator Simon.

If I may take a couple of minutes to bring greetings to Senator Paul Simon. Distinguished panelists, good parents and excellent students of Hefferan Elementary School, I bring you warm greetings, and welcome from the Honorable Mayor Richard M. Daley, and from every citizen of our great City of Chicago.

Welcome to a truly world class city, proud host of the opening ceremonies of the United States of America's first world cup soccer, a city of world renowned museums, cultural institutions, restaurants, hotels and a symphony orchestra, world class colleges, universities and research laboratories, world class architecture, skyscrapers, skyline, Lakeshore Drive, and fresh body of water, the world's tallest building, the world's busiest airport.

Yet, in the paradox that typifies many areas of our great Nation, especially our large cities, Chicago is tragically also increasingly a city of world class crime, violence, poverty and illiteracy, with all the concomitant social ills, especially the nationwide breakdown of the family structure and the shamefully poor health care that we provide for our children and families.

Senator Simon, Mayor Daley and the citizens of Chicago wholeheartedly support you and your enlightened colleagues' efforts to improve the scandalous decline in the very fabric of our society. We applaud the setting of high standards and expectations of Goals 2000. We support the Safe Schools Act to mitigate the crime and violence in our schools. We support the School-to-Work Opportunities Act, to prepare our young people to support themselves and their families.

We believe that targeting Chapter 1 money to poor children is right and long overdue. We firmly believe that Federal support for education must be increased to compete with most other countries of the world. In light of the previously mentioned social ills, we welcome the Even Start Family Literacy Program, to break the insidious cycle of poverty and illiteracy, by focusing resources on early childhood education and adult family literacy. With education comes ambition, with ambition comes achievement, and with achievement comes family prosperity.

Finally, we absolutely support your efforts to adequately and equitably provide funding for education in America. For only by investing in the educational infrastructure of our youth and families, can we hope to improve our economy and our society.

Welcome to Chicago.

Senator SIMON. Thank you very, very much.

When you mention world class crime, unfortunately, that can be said about any major urban area. But it is very interesting, as you look at the statistics, 82 percent of those in our prisons today are high school dropouts. If you really want to have an anti-crime program, instead of spending $13 billion more on prisons, if we were to take—I am not saying that some people should not be in prison, obviously they should—if we took a big chunk of that and invested it in our schools, I think we would be doing more to stop crime long-term than just to warehouse people in prisons, which too often just become schools for crime, rather than places of rehabilitation.

Mr. DOMINGUEZ. I absolutely agree.

Senator SIMON. I think when they turn the lights out on you, that is probably a signal here. [Laughter.]

Mr. DOMINGUEZ. I think so. Thank you.

Senator SIMON. Thank you very much.

Is Kimberly here? Are you Kimberly?

Ms. CALDWELL. Yes.

Senator SIMON. Come on up. We welcome you here, Kimberly. Kimberly, we thank you for officially welcoming us as a student here. What grade are you in?

Ms. CALDWELL. I am in the 8th grade.

Senator SIMON. You are in the 8th grade. All right.

STATEMENT OF KIMBERLY CALDWELL, STUDENT, HEFFERAN ELEMENTARY SCHOOL; ACCOMPANIED BY KENNETH JENKINS, STUDENT, HEFFERAN ELEMENTARY SCHOOL

Ms. CALDWELL. It gives me great pleasure to welcome you all today, Senator Simon and Mrs. Grant, and other visitors to Hefferan School. It gives me great privilege to welcome you to Hefferan Elementary School.

Senator SIMON. We thank you very much.

Let me ask you this, Kimberly: What do you want to become when you grow up?

Ms. CALDWELL. When I grow up, I want to become a lawyer, a part-time lawyer and also a Senator. [Laughter.]

Senator SIMON. All right. That sounds great, and we wish you the best.

Ms. CALDWELL. Thank you.

Senator SIMON. If we could do just one thing to help your school here, what would it be?

Ms. CALDWELL. To help our school?

Senator SIMON. That is a pretty tough question, but I just——

Ms. CALDWELL. It is, because our school has so many great things, and there couldn't be anything that I could possibly want. I just wish for the best for our school.

Senator SIMON. It sounds like you are very proud of this school.

Ms. CALDWELL. Yes, I am.

Senator SIMON. Good for you. Kimberly, we thank you very, very much, and we wish you the best.

Ms. CALDWELL. Thank you.

Senator SIMON. You just keep at those ambitions. [Applause.]

Thank you, Kimberly.

Ms. CALDWELL. You are welcome. Thank you.

Senator SIMON. How are you?

Mr. JENKINS. I am all right.

Senator SIMON. What is your name?

Mr. JENKINS. My name is Kenneth Jenkins.

Senator SIMON. I am happy to see you, Ken.

Mr. JENKINS. Senator Simon, on your previous visit here, we presented you the Crystal Apple, to make you an official friend of Hefferan. Now I take this opportunity to present you with the Hefferan jacket, making you a member of the Hefferan family.

Senator SIMON. Thank you very much. That is a nice jacket. [Applause.]

Mr. JENKINS. We encourage you to wear it with pride, just as our students do. On behalf of the student body, welcome to the family. [Applause.]

Senator SIMON. Thank you very much.

In Washington, when they say that we want to spend money on education, rather than defense, they call us doves, and if you want to spend money on defense, rather than education, they call us hawks, and you are trying to make me a hawk here. [Laughter.]

Thank you very, very much, Ken.

Mr. JENKINS. To Mrs. Grant, we present this token to you. Staff and school, please join me in presenting this token to Mrs. Grant.

Ms. GRANT. Thank you. [Applause.]

Senator SIMON. Our next panel, Mary Jayne Broncato, who is the Interim State Superintendent of Education, we are pleased to have you here.

Sharon Grant, the President of the Board of Education, President of the Board of Education; and Richard Laine, Executive Director of the Coalition for Education Rights.

We are pleased to have all three of you here and look forward to hearing from you now.

STATEMENTS OF MARY JAYNE BRONCATO, INTERIM STATE SUPERINTENDENT, ILLINOIS STATE BOARD OF EDUCATION; SHARON GRANT, PRESIDENT, BOARDS OF EDUCATION, CHICAGO PUBLIC SCHOOLS; AN RICHARD D. LAINE, EXECUTIVE DIRECTOR, COALITION FOR EDUCATION RIGHTS

Ms. BRONCATO. First of all, Senator, we really do appreciate being here to testify on behalf of Illinois school children. I know Richard and I know Mrs. Grant, and we have not conferred on our comments, but I assume you are going to hear a common message, because we think in one mind in Illinois.

My comments are primarily going to be directed to how we make systemic school improvement change in the schools and how we give the schools the flexibility to do that, and that means tying together the State, the Federal and the local initiatives and giving school districts and schools the local focus to make decisions on their own.

Eleven years ago, our State began a long and sometimes difficult journey toward a system for continuous school improvement, one that would ensure two things, that all students are learning and that they are all being served.

The components are—and I am going to outline the components of our school improvement system, because I think they are critical to what you are trying to do in Goals 2000 —State and local standards for learning which define exactly what we expect all students to know and be able to do as a result of their schooling, and that is already in place; State and local assessment programs which provide a consistent measure of pupils' knowledge in reading, math and writing in grades 3, 6, 8 and 10, and their knowledge of science and social studies in grades 4, 7 and 11; comprehensive content definitions and challenging performance standards which define what it means for students to meet and exceed or not meet State standards—we have State standards in place; a school accreditation process which is based on demonstrated progress in student learning by all students; and a school improvement plan which describes the strategies the schools will use to deal with identified problems. I point that out, because we feel very strongly that the local school's school improvement plan should be the grounding element for how we put money into schools and how they determine their own priorities.

This system is the centerpiece for our school reform efforts in Illinois and the driving force behind our actions. Let me give you some examples of how we are trying to align what we are doing in Illinois with the school improvement process.

We have recently completed a review of the standards for our certification testing system for teachers to ensure that they reflect the learning standards we have set for Illinois children, so that has to be modified to align with what we are doing.

We have also requested legislation that would allow us to use block grant model for funding schools, so they will have flexibility and resources to address the problems unique to each.

We have also learned a great deal in this process, which has been going on for 11 years. First of all, what we have learned and what we try to live by is that we must be flexible and give flexibility to local districts and schools. We must make hard choices about priorities, and that is not always easy, because we have tremendous demands on resources. And we must pay attention to such things as paperwork and release time for teachers, that we must work in partnership with the local school personnel, parents and the community, and that we must all be going in the same direction at the same time.

That last lesson, that we must all be going in the same direction at the same time, has particular relevant for the recently signed Goals 2000 legislation and changes you are considering in relationship to ESEA. We view Goals 2000 as a watershed point in defining the Federal Government's role in education, though there is now a clear focus on systemic operation of State and local education systems and a strong framework for Federal support of those efforts.

Now, you have asked us, you have asked me how can the Federal Government assist in our reform efforts. We have three broad recommendations:

First, we need flexibility in planning and use of Federal funds. In Illinois, the school improvement plan at the local level is the context for planning and decisions about allocation of resources. Each school improvement team analyzes and evaluates student performance and instructional program, and then determines what needs to be done in each area as staff development and the ways in which technology can be used to improve student achievement. We ask that you ensure that these changes to ESEA give schools the flexibility to design a school improvement program which will meet the unique circumstances and priorities, rather than the priorities set in Washington. Illinois will guarantee accountability, as long as schools have the flexibility to use Federal dollars to tailor a program that will truly result in improvement of academic progress.

Our second overarching concern is the necessity for coordination and consistency of direction of Federal programs, including those authorized by ESEA. By that, I mean that we really need to coordinate and have complementary programs, rather than have programs that set up different turf areas and compete with one another. That means that the State agency should be assigned the central role in approving and administering Federal education programs. When I say that, I am not talking about control. I am talking about quality control, so we can make sure that we have a system statewide that leverages all of its resources.

Finally, if Illinois is to continue its momentum toward school reform and fulfill its promise of the new Federal legislation, the State agency must have funds to conduct leadership and technical assistance that will be required.

I want to add one more thing, and that is the proposed changes to impact aid would affect 86 of our districts and reduce their funding by just over $2 million. That may seem insignificant to you, but in some of our areas where they depend heavily on impact aid, it is critical to them, and the burden has been paid by the local taxpayers.

Now, I am going to talk quickly here——

Senator SIMON. If you could, because if I do not restrict everybody to 5 minutes, I am not going to make a plane this afternoon.

Ms. BRONCATO. First of all, in Chapter 1, we want to ensure equitable distribution of funds, use the percentage of students at the poverty level, rather than absolute numbers. We really think the money should follow the children.

Second, to ensure viable programs, establish a floor, a certain percentage of students at the poverty level, for determining a school's eligibility, base the poverty count on variables which provide more accurate an current data than the decennial census, such as AFDC and free reduced lunch—which has been a real problem in Illinois—and maintain the language which breaks down barriers and allows LEP students to participate in Chapter 1.

I am going to skip to Title II: Authorize schools to submit a single application for funding. Senator, I would say that for any program, if you can reduce the paperwork that is associated with the programs and have schools submit a common application that will save us all time and energy, and also I think allow us energy to do other things.

Require that higher education eligibility for professional development funds be based on a State professional development plan, which is in turn a part of and consistent with the State school improvement plan, in other words, at the higher ed level, they should be providing a professional development plan that matches the needs in our common State school improvement plan, rather than something separate and distinct, and those needs come directly out of the schools.

Senator SIMON. I am going to have to——

Ms. BRONCATO. You have the rest of my comments, and I appreciate that.

Senator SIMON. We will enter those in the record.

Ms. BRONCATO. Thank you.

[The prepared statement of Ms. Broncato may be found in the appendix.]

Senator SIMON. Ms. Grant?

Ms. GRANT. Good morning, Senator Simon.

Let me first start by welcoming you to Hefferan School. Let me say, on behalf of the staff of Hefferan School, as you can see, the reauthorization of the Chapter 1, Title I funds at Hefferan School means a lot.

Hefferan is a school that outside of this city is looked at as a poverty stricken area, but this shows that poor children can learn, poor children do learn, and the staff here at Hefferan does as great job.

I want to welcome you here. It is a pleasure for us again to host a Senate subcommittee hearing, particularly on the priority topic of reauthorization of the Elementary and Secondary Education Act, from which our schools receive nearly $2 million.

As the ESEA legislation moves through the legislative process, I am sure that you recognize your unique status, as Chicago's only Member of Congress on an education committee. Therefore, I must provide you with fair warning that the Chicago Board of Education will have to rely on you more than ever before in this important legislative session of the 103rd Congress. We will have to rely on you to address many important operational details on ESEA which were not addressed in the House, and rely on you to deal with the overriding issue of money. The primary issue on our Federal agenda in ESEA and Individuals With Disabilities Education Act or anything else is funding, in its multiple forms of formulas, appropriations and budget ceilings. This is where Chicago needs your help the most.

The Board of Education has been heartened by the emphasis, tone and focus of President Clinton's ESEA reauthorization proposal which is embodied in S. 1512. We welcome the cross-cutting priorities of increasing academic performance, targeting of funding on those most in need, and enhancing accountability throughout the bill. While we may have some technical and operational recommendations, those suggestions are offered in the spirit of strengthening a bill which we staunchly support.

The redirection of the Title I program to provide supplemental support for the core academic subjects in the regular curriculum will be welcomed by our local school councils, as will the new school-wide project provisions. While there is a place for basic skills and remediation, our focus should be and will be on achievement in a rigorous core curriculum framework which is effectively implemented at the school level.

I am informed, however, that the recently enacted Goals 2000 legislation sets out at last nine fore curriculum areas for which standards and assessments may be developed. The Title I program, even at a $7 billion funding level, cannot be expected to be responsible for increasing achievement in each core subject area or for every child in each Title I school, as the administration's bill seems to suggest.

I am hopeful that the Senate will develop some more realistic and positive expectations for the program. Under the proposed bill, our schools will be penalized before they begin to design their programs, because they will immediately be placed into a program improvement category as a result of past years evaluation. Those evaluations used the questionable and now abandoned normal curve equivalent aggregate evaluation model. Please do not require Chicago to begin these new initiatives by starting our program in the hole. Let us start with a clean slate, so that our schools can be more accountable for the success of the programs that they will design.

I also have some concern about the so-called 80 percent allocation rule in the new Title I section which may functionally eliminate over 100 of our current schools from receiving Title I funds. Since we now serve all schools having 56 percent poverty rates or above, the schools which would be unfundable under the 80 percent rule would be schools of significant concentration of poverty.

What you have there, Senator Simon, is schools that have the poverty rate which we now serve that will be eliminated through this new funding formula.

You have my testimony in writing and I am going to try to stick to my 5 minutes.

Thank you.

[The prepared statement of Ms. Grant may be found in the appendix.]

Senator SIMON. Thank you.

Mr. Laine?

Mr. LAINE. Good morning, Senator Simon.

My name is Richard Laine. I am Executive Director of the Coalition for Educational Rights.

The coalition is the only collective statewide voice for organizations and individuals who are committed to achieving fair funding for all public school children throughout the State. Its membership includes civic, labor organizations, local educational and social policy advocacy organizations.

The coalition's goal is to reform public education funding in the State, so that it provides a predictable, adequate and equitable funding system for all children.

In addition to my role as Executive Director, I sit before you as co-author of a recently published research project which found that money does matter in education and refutes some of the testimony that you heard last summer in some of your hearings from Dr. Hanushek.

What I would like to do today, while my written testimony will be submitted for the record, I would just like to highlight a couple of points that I have talking about some of the basic education funding levels and really what stresses the notion of why we need to target money for Federal Chapter 1 even more than we do currently.

When you held the hearing last October down in East St. Louis, you saw some of the concerns and some of the efforts and some of the problems that some of the school districts and school children in the State face. East St. Louis, while it has the highest tax rate in the State, by far it does not have the highest quality education system for its children. We believe that is not fair to those children in that district.

I would also like to say that one of the problems that drives that issue is the fact that, while the majority of States in this country are moving toward a predominance of State funding for their education system, Illinois has gone in the opposite direction. Since 1976-77, from a high of about 47 percent of funding for all kids in the State, they have dropped to the current low of 32 or 33 percent of all money coming for education coming from the State. What that does is put a burden on the local districts, and if kids do not have a local property wealth behind them, they do not have the money for adequate education.

What I would like to present then is what is the impact of low-income children? If we are looking at Federal ESEA authorization, we are talking about children that are growing up in poverty.

One of the charts that is in my testimony that will be submitted is taking a look at the impact of kids that are in the highest 10 percent concentration districts, as compared to those kids that are growing up in the 10 percent of the districts with the lowest concentration of districts.

Three very startling statistics appear. One is that if you look at the average concentration of low-income or poverty in those districts, the highest 10 percent—and I will just run through the numbers for elementary, but it is broken out for high school and unit districts—is the average concentration for the highest average, is 43.1 percent in the top 10 percent of the districts. The average poverty for those districts with 10 percent of the lowest concentration is .02 percent, a significant difference.

If we look at how much property wealth those kids have access to, those kids in the top 10 percent of highest concentration districts have about $54,000 worth of property wealth per pupil. If you look at the other extreme, the lowest concentration district, they have $141,000 of property wealth, almost three times as much property wealth. And as the State shifts away from funding or forcing it onto the local districts, what we end up with is not enough resources to provide an adequate education or basic education.

Then you have to ask what does that do for the dollars as far as for the basic education. We are not talking categorical dollars, we are not talking Chapter 1 Federal or State. The numbers that we see for the top 10 percent of low-income districts, you have about $3,400 per pupil. If you go to those districts that have the lowest concentration of poverty, there is $4,200. That is almost a $800 difference in the amount of money available for basic education. We are not talking about the exceptional need that children in poverty have. We are talking about a basic education. This cries out for the need for extremely targeting the dollars for those children in the high concentration districts.

That is just one issue. The other issues you have mentioned and you have heard them a number of times before, is the inequities across the districts. The State Task Force on School Finance found that 80 percent of the children in the State, not just in the poor districts, but 80 percent of the children in the State do not receive enough revenue for a basic education. The Congressional Research Service even ranked Illinois as one of the top 10 worst States as far as inequities in the country.

I could keep going on the poor statistics of the basic education funding system. What this means is, because we need to work within Illinois to fix the current funding system for the basic education, what we need help on is for the Federal Government to target more dollars toward low-income children.

Finally, one thing I would like to touch on is just some of the research. There is an article from Education Week, which highlights some of the research. It talks about the question of does money matter. While, unfortunately, we have to debate this issue still, even your subcommittee hearing last summer heard from Professor Hanushek, which found that money really does not matter. We realized that work. It has been peer reviewed and found that, in fact, money does matter, and that targeting money, while we believe it is not throwing money at it, but by providing the dollars to the educators and the schools and the communities, we find that we cannot education kids to the levels that we need to do.

Let me end on just quoting a past Superintendent of Public Education in Illinois, who wrote: "Government is bound, solemnly pledge to look to the matter of education. Our children have a right to demand it on the grounds of solemn engagement, and the only way to bring in the children of the poor is to bring them in on the same footing and on terms of equality with those of the rich. Let the poorest children feel that they have as much right to be here in the quality school as the children of the millionaire, and that the only distinction known is that of merit, and then you will reach the poor children, while no injury will be done to the rich."

I wish I could tell you that this statement was first uttered by Superintendent Broncato's predecessor. Unfortunately, this statement was made in 1855 by then State Superintendent Edwards. Now, I hope as our words are spoken here today about the inadequate and inequitable State of our education funding and our failure to meet the special needs of those children growing up in poverty, that our words are not repeated 100 years into the future with the same amount of frustration as I speak Superintendent Edwards' words today.

Thank you very much.

[The prepared statement of Mr. Laine may be found in the appendix.]

Senator SIMON. Thank you.

Superintendent Ninian Edwards was the brother-in-law of Abraham Lincoln, a little note in history.

Let me ask all three of you this: If you could just start from a blank slate, and obviously we cannot, how would you finance schools in this State and in this country?

Mr. LAINE. If I could take a first crack at that, let me kind of suggest an outlandish suggestion that we fund kids on the basis of their educational needs, rather than on the property wealth in which they live. It is kind of an idea that we do not believe in, unfortunately, in this country, but then we might be targeting dollars, such as you mentioned earlier in Sweden, that additional dollars and more dollars would go to those children that need it the most.

Stepping back from one notion there would be the notion that the entire wealth of the State be brought to bear on the education of children, therefore, shifting the broader notions of funding sources, broader basis, and, therefore, you would have a much stronger, more predictable and more adequate funding source.

Senator SIMON. Ms. Grant?

Ms. GRANT. First of all, I would like to go back to 1949 and say that if 9 percent of the Federal budget was being directed toward education today, that would help alleviate our problems.

More specifically, in the State of Illinois, if the State still funded our public education at the 43 percent level that they funded it some years back, some 10 years back, we would not be in the crisis State that we are in today. Ultimately, we as a nation will have to fund education through the States and our Federal Government. We can no longer fund public education on the backs of our property taxpayers.

Senator SIMON. Ms. Broncato?

Ms. BRONCATO. Let me respond by saying that if I had the answer, I probably would not be here. I would be consulting, if I had the answer.

I think it is a national issue. In Illinois, we have done some preliminary work, and it is obviously a topic of conversation right now. I think what we have to do first of all is decide what it costs, what is the adequate amount that each child needs to be educated, and then figure out a way to finance that, and we have done some preliminary work in that. Right now, that is not the way it happens. When we talk about a foundation level for State aid, it is really the amount of money that we have available, and that determines the money for children. So we are in the throes of that right now, Senator, and I think it is going to be a topic of discussion in the next year.

Senator SIMON. You mentioned, Ms. Broncato, that we should give flexibility to States, and I agree with that. At the same time, I have to say, for example, we passed 94-142 for disabled young people. We did that because the States were not doing the job. The majority of mentally retarded were not being given any help by public schools, just as one example.

Ms. BRONCATO. That is right.

Senator SIMON. We now face this problem of equity in financing that Mr. Laine is talking about. I do not like to put requirements on states, and yet I feel that unless we put some requirements on States, Illinois and Connecticut and some other States are not going to do the kind of job that they ought to be doing in terms of equity in financing. You see the dilemma we are in. How do you solve that dilemma?

Ms. BRONCATO. First of all, you are talking about the issue of equity in financing, and I really think that is a State problem, with the Federal augmenting it and enhancing it, and we are trying to deal with that.

But as far as the flexibility for the variety of programs, I am not assuming that there be total flexibility. I think there needs to be accountability. I guess what I am suggesting is that there be some quality control criteria in place that everyone has to adhere to, but the flexibility to get the job done at the local level and the best way possible, rather than too much direction.

Let me give you an example. Mrs. Grant suggested the NCE's with Chapter 1. We have a State assessment in Illinois that came under fire in the beginning, and now everybody wants to expand. So if you are around long enough, you now, you see everything occur. There is no reason, if a State has in place something that is reputable, that we can defend, that it cannot take the place of some of the testing that is required at the Federal level and begin to do that, even with School-to-Work and a variety of other things.

All I am suggesting is we have to have a common system by which we are accountable and we are able to defend that piece of the accountability, and then it seems that we are entitled to flexibility. Absent that, then there is a problem. I cannot speak to the other States. I can only speak to our State, which has been very active. In the beginning of my testimony, I talked about our accountability process, the fact that we have State standards, we can tell you what it means to meet, exceed or not at the 3rd grade level, for a child who takes the State assessment, and that is reflected also at the local level. They have to have the same thing in place.

I guess what I am saying, Senator, is we have to be able to defend to you that we have got a reputable system that will monitor that, and then we should get the flexibility. I am not suggesting we get flexibility, without saying what is going to replace what has been waived.

Senator SIMON. Ms. Grant, as I mentioned in my opening remarks, I have visited 18 schools in the South Side and the West

Side. I took no reporters with me. I just tried to find out what was going on. One of the things I found out, incidentally, is that a principal makes a huge difference.

Ms. GRANT. There is no question about it.

Senator SIMON. This school is an example.

Ms. GRANT. There is no question about it.

Senator SIMON. You go around this neighborhood, it is not very encouraging. You come into this school building and it is encouraging. You listen to Kimberly here with her opening remarks, and she wants to be a Senator and she wants to be a lawyer. Whether she becomes a lawyer or a Senator, she is going to be successful in whatever she ultimately does.

One other thing I discovered, and we were discussing if there was some way to deal with this in our legislation. A great many school buildings in Chicago are closed when they should be community resources.

A teacher who may want to stay after school to work with kids sometimes cannot do that. Or kids in the neighborhood who want to play basketball or something, instead of being out on the streets, do not have that opportunity. If we were to give a little Federal incentive in terms of dollars, is that something the school system in Chicago would respond to? How do we do this? Frequently, these are the neighborhoods that need those facilities the most.

Ms. GRANT. There is no question that if there was some financial incentive, that we would respond. But this Board of Education has already begun to respond to that issue. This past fall, in our last contract negotiations with our unions, we now have open for the LSC's, where the engineer of the school and buildings can be open later, without this board incurring a large overtime charge. So we have begun to address that.

We know that in communities such as the one where we are sitting, the school is a community center source and should be. I think that we have addressed that. Also, I would like to say that one of the things that we have noticed in this past crisis is that this system is inundated with mandates, and these are unfunded mandates from the Federal level and the State level.

When you look at the Chicago public school shortage, it directly correlates to the mandates that we have been put under. We ask also for flexibility. We ask also to be held accountable. But when we have mandates, we ask for them to be funded. I think that we have been very pro-active in the last year to demonstrate to all of our funding sources that we will be accountable, that we are accountable, that we are addressing things through our union negotiations.

I am in the process now of working with the union prior to going into negotiations 2 years down the road. So I think what you will see from this district is a district that realizes that we have to be accountable, and our greatest resources are the children of schools such as Hefferan in all of our communities, because we know, I know personally that poor children can learn, if in fact they are taught appropriately.

Senator SIMON. Mr. Laine, you touched on something that is to a large extent a myth, I do not say it is totally a myth, that resources just are not related to the end result. You do find that in

North Dakota, where salaries are low, the schools do test well. Overall, there is no question that there is a relationship here.

There is another problem. You mentioned East St. Louis. East St. Louis has a high property tax rate. East St. Louis has lost most of its industry. It desperately needs to bring industry in. It cannot bring industry in, in part, because of the high tax rate. Is it correct to say that we are compounding our problems in the State of Illinois—and I am not picking on Illinois, because there are other States with similar situations—but are we not compounding our problem with what we are doing?

Mr. LAINE. Let me touch on the first point as far as the notion, as you say, the possible myth of does money matter. This is an issue that has popped up in nearly 40 States around the country in lawsuits over the funding systems within those States.

Unfortunately, it is a myth that people give credibility to, and that forces people to discuss that, rather than the more important question of how do we spend the money and how do we spend adequate dollars. That, hopefully, with out research, we hope we will move past that first question and get to the more important question of how do we get the adequate dollars.

Then you touch on the whole point of property burden within the State, and you clearly hit on the issue that is forcing low-income children in the districts in which they attend to be in a losing battle. You find that they do not have the money, because they have to raise the taxes to an excessive level, and that drives out business, which lowers their property wealth, which forces them to raise the taxes to generate adequate revenues.

The state—and when I say the State, it is the legislature, the governor, it is the people throughout the State who are elected officials, not the citizens. Because we found 2 years ago in a constitutional amendment that I know you supported, 57 percent of the people that voted on it supported creating a fundamental right and putting more money into education. The polls are showing it. Unfortunately, our leaders not. They maintain this heavy predominance on property taxes, and it is killing us. It is killing school districts. And it is not just Chicago. It is rural districts.

An interesting hoax now, since the State legislature passed a property tax cap, what we are finding is the north suburban districts are starting to feel the burden, because their property growth is not going up as much, and this we feel might be kind of the key to solving the problem of putting the burden on the local property taxpayers.

Senator SIMON. One final question to any one of the three of you who cares to answer: Illinois has adopted a system that has encouraged a lot of teachers to retire. There are studies that show that what you accomplish in school is related to the experience of teachers. Are we going to experience some problems in Illinois because of this?

Ms. GRANT. I would think so. I think that what happens is the history, the techniques that we use. But one of the ways that we are addressing it in District 299 is that, through our union negotiations, we address professional teacher development. We understand that the teachers we lose take with them a great deal of experience. But we also understand that we need to mentor and bring young teachers through. So we are addressing it. Of course, there will be a down side, but we do not plan to lose any children in that time frame.

Ms. BRONCATO. Senator, we are losing probably about 8,000 teachers this year, which is a dramatic loss. We are attempting to compensate for it by anticipating it with staff development programs in our own State budget. We have tripled our staff development line item. We are also trying to work with higher ed, because part of this has to do with pre-service. We should not be in a position at the local level to have to train everybody that comes to us as a new teacher.

So we are anticipating it and we are hoping, first of all, that by grounding all professional development with the needs at the local level, that there is a system there that really trains people on the things they need to be trained on.

Also, I mentioned in my testimony that we are looking at our certification requirements and for the testing of teachers to make sure they are grounded in the things they need to know in the local school improvement issues, and we feel that pretty much will drive the system a tad with higher education. But it is not just confined to teachers. We are going to be losing superintendents, we are going to be losing principals, all administrators. I think we really have to be conscious of that and take that into consideration, because we are losing a great deal of experience.

Obviously, on the other end, we are gaining a great deal of energy, hopefully, and what we have to do is channel that energy so it can be productive.

Ms. GRANT. Exactly.

Senator SIMON. We thank all three of you.

I see a school library with books in it. I have visited Chicago schools with beautiful shelves and virtually no books. I hope that does not mean that you do not permit the students to take the books out.

Thank you very much.

Ms. BRONCATO. Thank you.

Senator SIMON. Our next panel is composed of Patricia Harvey, Executive Assistant to the Superintendent, who was the Principal of Hefferan School when I was here the last time; Dr. Carlos Azcoitia, the Principal of Spry Elementary School; Bobbi Green, a Board Member of the National Coalition of Title I/Chapter 1 Parents; and Karen Berman, from the Chicago Lawyers Committee.

It is good to see you again, Ms. Harvey, and we will start off with you here.

STATEMENTS OF PATRICIA HARVEY, EXECUTIVE ASSISTANT TO THE SUPERINTENDENT, FORMER PRINCIPAL OF HEFFERAN SCHOOL; KAREN BERMAN, CHICAGO LAWYERS COMMITTEE; BOBBI GREEN, BOARD MEMBER, NATIONAL COALITION OF TITLE I/CHAPTER 1 PARENTS; AND CARLOS AZCOITIA, PRINCIPAL, SPRY ELEMENTARY SCHOOL

Ms. HARVEY. It is great to be here. Again, I am the former Principal of Hefferan Elementary School, and a lifetime member of the PTA here. This has been my school, will always be my school.

One of the things or the main ingredient that makes the school work is the people. As Kimberly said this morning, she does not feel that there is anything she needs, and that is the feeling that we need for our students to have. They need to feel that they are very comfortable, in fact, that the administration, the teachers, the parents are covering their basic needs.

Does she have everything that she needs? No, but she does have a very supportive environment. The parents, the community, everyone has just joined hands and said that we are going to make sure that the children who attend this school reach their fullest potential. If that is being a Senator or being a singer or being a lawyer, that will happen, because we will make sure that it happens. Children will not fall through the cracks, and that is the culture that makes Hefferan work.

What did we find 4 years ago when we began school reform here? We might have a little better off than some people, in that we only had a 30-year-old building, but we had a 30-year-old building that was falling apart and had 30-year-old furniture and had 30-year-old programs, and you add onto that. So we just began to work there. We recognized that this place must be the brightest place in their community, and we worked steadfast to make sure that happened.

We recognized that our children, instead of having lower expectations for them, because they happened to be poor children or children from homes that do not have a lot of money, we made sure we had the highest expectations for them. They had to have both before-school and after-school and, as you said, this building has to be open and available to them.

There are 35 different clubs for them after school, so that they have a forum to practice all those things that they are learning in school. We have to be available to them, both before, during and after school, to work with them in small groups and individuals on their specific needs. Their classrooms had to have state-of-the-art equipment. The teachers have to be trained in those areas, and we had to have a problem that met the children and provided them with the basis for their growth.

That work is in place. The children now are in a building that has been newly painted, newly furnished and equipped. Things that you cannot see is a network, an IBM network and four computers in each classroom and a printer, and the staff and students are on to the next leg, which means modems for teachers, both in school and at home, so that students and teachers can talk to each other on an ongoing basis. The children are learning Japanese. They are going a variety of different places, so that they can have that platform for success.

Senator, we are seeing, as Jonathan Kozol said in his book "Savage Inequities," that every morning, at 9 o'clock, our children stand up and raise their hands and say the pledge to the United States of America, that they are doing it at the same time the students all over this country do.

The opportunity for learning for our boys and girls is different than the opportunity for those students who are standing in Winnetka and Lake Forest, and you add the names of these places across the United States of America. It is important, with the reauthorization of the Chapter 1 funds, that we close that gap, so that our children can start at the same jumping point as other boys and girls, and, therefore, they can have the same level of achievement.

Staff development is crucial. As many of the speakers indicated, we are dealing with an aging teaching force. That teaching force has some strong points in experience. But, in addition to that, we have got teachers in our classrooms all across America who are trained to use techniques that are no longer useful to the students that they are teaching.

Our children need different information. And while they may have continued in graduate studies, there still is a lag between what the teacher is teaching and what the student needs to know. We have to close that gap, and only professional development can do that.

I submit to you that, in the reauthorization, hopefully professional development, which includes all constituents, both parents and community, will be able to be a part of that. That will make the difference in what our children learn.

The word "community" is a real important factor in the success of a school. As you said, our children come in from a community and they return to a community. This is their community. At Hefferan, there are many, many forces that come together to help them. There is a group of about 150 black men who are here on an ongoing basis, both to mentor and to show a positive aspect of the African-American male, which sometimes our boys and girls do not see.

It would take too long to name the number of projects that have worked with our school. Hopefully, you will have another moment or maybe at another time can come and see the science lab that has a price tag of over $500,000 that was donated by Rush Medical Center and Turner Construction Company.

People make a difference, and we must invest in our people.

Thank you.

Senator SIMON. Thank you.

Ms. Berman?

Ms. BERMAN. Senator Simon, good morning.

I appreciate the opportunity on behalf of the Chicago Lawyers Committee, which I know you know is a 25-year-old civil rights nonprofit organization that advocates for the legal rights of poor and minority people throughout Illinois. We are very pleased to have the opportunity to come and speak to you today about some of our very serious concerns about the reauthorization of Chapter 1.

Because our time is limited, I would like to get right to the point of what our largest concerns are about the reauthorization.

We all know that Chapter 1 is not being attractive and improving the education of those children who live in high concentrations of poverty. That is why Congress has taken on this ambitious job of revamping in a broad way the Chapter 1 program. We applaud a lot of the reforms that are taking place.

We applaud the idea that we are going to have highest performance and content standards for all children, so that we have a benchmark to know what all children should know, so that we do not have these two systems of education. We applaud the broad flexibility, because we all know we have been monitoring too heavily how schools are spending the dollars, without having the attention on what happens with those dollars.

Then the third piece, again, we applaud the high accountability. We agree that we need rewards and sanctions tied to whether students actually progress toward those standards. However, these reforms, as you suggested this morning, may possibly be meaningless for the children who actually live in high concentrations of poverty and go to schools that have to educate children with high concentrations of poverty.

Our fear is even worse, that they could possibly be discriminatory against these children, because it is not giving them the base in which to really have the opportunity to achieve those content and performance standards.

There are two things that we urge the Senate to please include in the reauthorization of Chapter 1. They are things that are currently not included in Chapter 1, and they are not adequately addressed by either the House bill or the administration bill.

The first, as we have already discussed today, is the targeting of not only more funds to high concentrations of poverty, but an actual better targeting formula to get the money there, so that we can still have the broad political support. And we have suggested in our testimony that there are things that the Senate can draw from both the administration bill and the House bill.

The administration bill took on the important role of committing more dollars to targeting. Currently, we only allocate 10 percent of the Chapter 1 funds. It suggests allocating 50 percent of the funds. That is fabulous. However, it did not come up with the kind of formula that we need to actually target those extra funds to the schools that are most in need.

The House bill takes on that task. It suggests that we give the money directly to local school districts. This will ensure that when you have a high poverty school district within a more affluent county, that school district can still get that money, so that we are not knocking out full districts or full House of Representatives constituencies, so that we can maintain that support. Again, by targeting the money that way, too, we know that we are going to get it at least to the school districts that need it the most.

They also have a weighted per pupil formula by which we will target the funds. This will enable us to have a more graduated effect in the way that we target the funds, so that you do not have counties with 17.9 percent poverty getting nothing, while the 18 percent and over counties get everything.

So if we can take a look at those and create a hybrid approach in the Senate bill, I think that we would be more successful in maintaining the broad political support for making sure that again we are not going to discriminate against those children that the bill is intended to benefit.

The second piece is the opportunity to learn standards. I know that this is met with the same volatile response as the targeting. However, there is a way to create opportunity to learn standards that will work in the Chapter 1 bill and should be in the Chapter 1 reauthorization.

Opportunity to learn standards are important, because of the kinds of things that Richard Laine talked about. We do not have an equitable school base. Therefore, we cannot expect that Chapter 1 is going to infuse any extra resources on top of that.

Opportunity to learn standards, people are opposed to them because they are not definable. In the way that the current reform is working, they are absolutely definable, because States will develop high-content standards. Opportunity to learn standards that States in the bill should be required to provide will be directly tied to their content standards.

So if a child is required by X grade to be able to perform certain things in chemistry, then one of the opportunity to learn standards would be to ensure that they have the laboratory equipment or the science lab or the textbooks needed to learn those skills. Otherwise, you are giving these schools no resources to build the children's ability to reach those content standards.

The second reason is that people oppose opportunity to learn standards is that it is an unfunded mandate that the Federal Government is going to impose on States, to require them to establish some sort of finance equity. Well, at the risk of being rhetorical, what are unfunded mandates here to tell a child who grows up and attends a school that has high concentrations of poverty, and to tell that child's teachers that they have to get those kids up to certain content standards and get them to perform at a certain level on a performance based assessment, and that they are going to be held accountable for doing that, tied to fairly draconian sanctions, if they do not achieve them, I mean all the way to being able to close down their school and put their school in receivership.

Well, that is an unfunded mandate, if you do not make sure that the States then give every child at least the essential resources. The Senate does not have to tie it to dollars. We can tie it to essential resources.

Senator SIMON. If you can conclude your remarks——

Ms. BERMAN. So if those two things could get in the bill, then I think we can all embrace the Chapter 1 reauthorization.

Thank you.

[The prepared statement of Ms. Berman may be found in the appendix.]

Senator SIMON. Ms. Green?

Ms. GREEN. Mr. Chairperson, I am most appreciative of the opportunity to speak on behalf of the millions of educationally and economically disadvantaged children nationwide, and for the ESEA Chapter 1 Citywide Parent Advisory Council for the City of Chicago.

As you know, my name is Bobbi Green, and I am the proud Chairperson of that organization, and I have been for the last 18 years. I have served as the National Chairperson, and I am speaking for parents. I am the parent of a former Title I child and the grandmother of two precious grandchildren of which I serve as loco parentis.

On behalf of all of the children of the ESEA Citywide Parent Advisory Council, I would like to begin by emphasizing that there are some success stories in Chapter 1. There are some great things happening in Chapter 1. Despite these successful stories, I am still concerned about the overall perception of the ESEA Chapter 1 programs. Programs do not work. People do. I cannot overemphasize the fact that programs do not work. Committed and dedicated people make programs work. This is true for the ESEA Chapter 1 program.

While, on the other hand, things are working in Chapter 1, there needs to be a better delivery system. The selection of qualified creative and energetic staff must be a priority. There are too many inhouse retired and bright-eyed inexperienced busy-tailed staff members across this Nation. The Chapter 1 program is often defeated before it starts.

Do not get me wrong, I am not talking about age, but the ability and the willingness to get the job done. The status quo will no longer be unknown. We must all take a bold step and go to the edge of in Chapter 1.

Parental involvement in 1965 ESEA Title I was as godsend for many of us. It was one of the most profound educational challenges ever. It provided parents with the necessary tools to get in the school doors, while many parents were not apprised of the ramifications of what this meant, and many LEA's did not even know their role. Dissemination of information was slow. Yet, the mandate of parental involvement became a reality, and the planning, implementation and the evaluations of the program.

In 1982, the passage of the ECIA Chapter 1 Act gave a devastating blow to parental involvement. It literally destroyed it as we knew it.

In 1988, the Hawkins-Stafford School Improvement Amendments gave a new strong message for parental involvement. Parents would be looked upon as partners in education, and their primary roles would increase to include comprehensive training for parents working with their children at home, along with greater emphasis on a mandate for a written policy of effective parental involvement.

In addition, the establishment of parent resource centers was recommended. I would like to take this opportunity to invite you to 1819 West Persian, where we have one of the finest parent resource centers in the country, and you are most welcome, Senator, to visit.

Senator SIMON. Thank you.

Ms. GREEN. Many LEA's have parental involvement policies on paper. In reality, large districts are more likely to have active groups, and many small districts have little or no parental involvement. The Act presently states the parents will be involved in the design, implementation and the evaluation of the program. However, it is very difficult to have a voice, when you have no actual say on the budget. We do not need to say that you can be involved in all aspects, if you cannot have a say in how the dollars are spent within that school.

Therefore, we are strongly recommending a signoff at the local level and at the district level, to at least guarantee the assurance that we have been involved. Further, we want to say in how the dollars are spent at those levels.

The law needs to continue the loco parentis. Our family institutions are inundated with social woes—drugs, teenage pregnancy, gangs—that are plaguing our cities and communities. Many of our families are now forced to be headed by guardian grandparents, foster parents, etc. That is why loco parentis is so important, and we urge the continuation of that language.

School-wide projects is a means of providing funds to upgrade the entire educational program. In a school with State and local funds on the decrease, we urge a close ongoing monitoring and scrutiny of the school-wide project, to make sure that the identified educationally deprived children are receiving their fair share, and that they will not be allowed to slip into the potholes.

We would further like to recommend that the poverty level criteria remain at the present 75 percent. A constant lowering of the formula could encourage supplanting and endanger general aid.

Finally, we support program improvement. We wholeheartedly support that, and we urge that any plan that is written be incorporated in the overall school. We support staff development, a comprehensive program, and we would like, as parents, to be involved in that, and also to see some measurable outcomes from staff development. We support full funding of Chapter 1 and continuous use of the poverty index to identify the youngsters to the area and then to identify those children most in need.

Finally, the Commission of Practitioners, we sit on those committees. We talk to people across the country, and it looks as though parental involvement is a token there. We need a number or a percentage of parents recommended to be on that committee.

Finally, we hope that you will take our concerns to the floors of Congress, and that some of these will become a part of the law.

Thank you.

[The prepared statement of Ms. Green may be found in the appendix.]

Senator SIMON. Thank you.

Mr. Azcoitia?

Mr. AZCOITIA. Good morning, Senator. I thank you for this opportunity.

I am the Principal of John Spry School, a large Latino neighborhood school in the community of Little Village, with approximately 1,300 students.

The first issue I would like to present has to do with funding equity for low-income areas in Latino neighborhoods. John Spry School is a 100 percent low-income school, based on free and reduced lunch count. Based on the criteria currently used, approximately 600 students qualify for ESEA services, these effects serving Latino students as we use the public aid criteria. So my recommendation would be to revisit this. Public aid criteria affects poor students and Latino communities adversely.

We give you the example of a family that might have 6 or 7 children, the mother stays home, the father works at minimum wage or below minimum wage. The father or the father is not receiving public aid. The students are denied educational opportunities, and this is a most important issue.

Issue number two has to do with the implementation of school-wide projects. John Spry School is not eligible for implementation of school-wide projects, even though it is 100 percent low-income. School-wide projects give the opportunity to innovate program implementation, based on local decision-making affecting the entire school community.

As we all know, and it has been documented, traditional approaches label and stigmatize students, and the results of homogeneous groupings, and its impact in terms of having low expectations for students. The recommendation for this particular issue would be the public aid criteria to qualify for school-wide projects again affects students in these neighborhood schools, and it affects poor Latino communities.

I think it is very important that, as we try to transform as a school culture, it requires a school-wide effort, so that there is improvement for all school constituencies, and that includes the students, the teachers and the parents.

Issue number three has to do with providing comprehensive services to remove educational barriers which impact on student achievement, to provide the flexibility to spend money in different ways, such as a school nurse employed by the school, or a social worker or a psychologist or other health related services that schools need. The recommendation would be to allow funds to be used for systemic reform efforts to assist low-income students with adverse conditions for learning.

The next issue has to do with the flexibility and local autonomy, with proper accountability to comply with the intent of the law. This is something we need to emphasize, because the issue of having flexibility and local autonomy does not mean that we are not complying with the intent of the law. Those things could complement each other very well, but we do need creative and different strategies to assist low-income students.

Predetermined formats for implementation present obstacles for local initiatives, and our traditional approaches have been with a lot of predetermined formats which we know have indicated that students are not making the significant gains that they need to.

So the recommendation would be to allow the school-wide projects to flourish, given the proper time. We need to explore the use of carryover money from 1 year to the next. Sometimes that is done, but it needs to be an open process and more local control. Any centralized efforts should be to support and facilitate, not to control.

The last issue that I would like to emphasize would be the streamlining of administrative procedures to facilitate implementation. I think the recommendation here has to be that the local school is the decision-maker. We need to explore the possibility of partial allocations even deposited in the school internal accounts, not the total amount, but we need pilot projects to move along these lines. We need to remove obstacles to implementation, so that students are served in a timely manner. If there are intermediaries to support, we need to keep those. Intermediaries that are unnecessary, we do not need to keep those. And we need to facilitate the plan format.

I do have a concluding statement that I would like to make. Discretionary moneys coming from categorical programs are essential for school reform, to make significant progress. Local schools have to be in control, because students attend those local schools, and the success of the local school is going to be connected to the families and to the communities. ESEA can facilitate this process and, with your assistance, we can accomplish many of these goals.

Thank you.

Senator SIMON. I thank you, and I thank all members of the panel.

Dr. Azcoitia, do you see yourself in conflict at all with Ms. Green, when she says we ought to be putting greater parental involvement and requirements there?

Mr. AZCOITIA. No, I do not. I see the progress of all of this in terms of serving all school constituencies, and I think parental involvement is an extremely important issue that has to be included in any school improvement plan. So I do not see that as any type of adverse.

Senator SIMON. When you talk about school-wide projects, what are we talking about?

Mr. AZCOITIA. We are talking about the local school to create a plan that will serve that total school in its entirety.

Senator SIMON. But give me an example of what you are talking about.

Mr. AZCOITIA. We take a look at traditional approaches, you are taking a look at serving a smaller group of students with very specific earmarked guidelines. When we have a school-wide plan, you receive your allocation and you do a school improvement plan that will address all the students with all of the school constituencies, including parents and teachers, and those are the things that people at local schools have to create in order to do this, because as you create your local school improvement plan, where everybody will benefit from this.

Senator SIMON. Ms. Harvey, Dr. Azcoitia mentioned all of the students in his school come from low-income families, and we will go back to your role as Principal here. I assume that would be true here, also, is that correct?

Ms. HARVEY. About 97 percent.

Senator SIMON. 97 percent?

Ms. HARVEY. Yes.

Senator SIMON. How does the whole question of crime impact on a school like this? And are there things that we can do in the ESEA in any way to have an impact there?

Ms. HARVEY. Most certainly. Again, we need to restructure in our minds what schooling is. It is not just a 6-hour day for children. When our children come to the school, we are just amazed at their ability to deal with things that we would not be able to deal with at their tender age. They have to wade through the crime, they have to wade through the drugs and wade through all the other conditions and come to school. When they get here, they do not leave that baggage at the door. That baggage comes in with them.

Quite often, our children do not have two parents or in some cases one parent that is there to support them, and that is when all of the parents must come together and help to make sure that we are filling that void for them.

The school has got to be a community school. There has been a lot of talk around the country of making sure that we bring the services to one site. What better site than the school, because that is where the children are. We have to do that. It is an up-hill battle.

Thinking back 4 years ago, when I started here, the crime was not as high as it is now and the drug dealers were not as close as they are now. It is a huge problem that the school has to deal with.

Part of the school improvement plan has to be how do we look at safety differently than we have in the past, do we need to have Chicago police officers in the school. Yes, all of it is a part of the school planning.

I would like to also connect up with a little bit about the importance of the school-wide project. That is where ESEA could help us. When we plan separately for ESEA children, then we in fact do have separate groups. When they are included in a school-wide project, then all of the planning and all of the resources go into making the school better. And as the school improves, so does the individual students.

Again, instead of having a pullout program where small groups of children come to a service, the services are within every classroom, because in fact that is where all the children are. They are within each and every classroom within a building.

Senator SIMON. I think we are going to move in this area of school-wide projects, and that is part of the recommendation of the administration. I think this will be one of the things that will come out of it.

Ms. Berman, you were nodding your head, as Ms. Harvey was speaking on this. You agree with what she has to say there?

Ms. BERMAN. Yes, I do agree, mainly because all of the research is showing that the only way to have a program where you have to account for all of these dollars so specifically, as opposed to the result, is to make sure that if you hire a Chapter 1 teacher, God forbid they do not deal with any of the other kids in your school that may not be eligible for that Chapter 1 program.

I think you are right that all of the proposal son the table right now for the reauthorization of Chapter 1 remove those barriers. Even the allocation formula, which no longer will rest upon only your low-achieving children, will help to get rid of that barrier, as well. So school-wide and the allocation form will go a long way to address those problems.

Senator SIMON. I might mention also that our committee —and I recognize this is not part of ESEA, and that is what the hearing is about—a lot of things are interrelated and our committee voted out this past week a significant expansion of Head Start, which should ultimately be of some help.

Ms. Green, you talk about parental involvement. When they passed the school reform bill here for local school councils, frankly, I saw that and I thought, well, this is public relations, and it did not impress me very much.

When I visited the schools, particularly some schools, it has really made a difference, because parents have been involved. So what we are talking about is not just a theory. The local school council example, can we learn something from that here, Ms. Green?

Ms. GREEN. Somewhat. Senator, it is not working everywhere. All of those councils are not necessarily doing what they were designed to do. Second, it was a law that was written to put parents in the schools. The mandate was not such that they had to be trained. They had all kinds of training.

Some of them received it, and those that were knowledgeable and knew where to go and what to do did it. Those that did not, it became a thing where people were pitted one against the other. It became a thing of people saving jobs. In some instances, parents felt very frustrated, because they got into bickering that they knew nothing about. So it has worked and it hasn't, and that is the honest truth. I have been around long enough to see it.

Senator SIMON. I would be interested, Dr. Azcoitia and Ms. Harvey, in terms of parental involvement, are there ways in the legislation that we can encourage parental involvement? I gather from both of you that you think that is important.

Mr. AZCOITIA. One of the strongest points about the election of the local school council and the whole process of school reform is because it brings together 6 parents, 2 community reps, 2 teachers and the principal working as a team gathering information from all the components of the local school, in terms of adding what the school needs to improve.

So I think it is extremely important that any attempt at any type of reform, restructuring, innovation, it will have to include parental involvement. You want to be able to develop continuity when that child leaves the school. You want the parent to use the school also as a learning experience.

There is a report that has come out a few months ago from the University of Chicago that takes as look at systemic reform and it takes a look at all the schools, and it proves how city-wide school reform is working.

Now, one of the things I wanted to emphasize is the fact that when we take a look at school-wide projects, we have to compare this. Many times when we address safety, we have used traditional approaches that only concentrate on solving emergencies, and yet we have not taken a look at preventive measures, we have not taken a look at everybody coming together to address an issue that affects everybody. We transfer that to a school-wide project. You are talking about all students, all parents, all teachers coming together in a common plan that will add consistency, that will add the type of systemic reform we are expressing.

Senator SIMON. If I could just comment on the preventive, one of the things not part of this bill, but clearly we have to do what we can to get parents up in terms of their academic skills, teach them how to read and write.

26 percent of the adults in the State of Illinois are high school dropouts. The rate in this neighborhood would be higher. The rate in your community would be higher. And one of the things that we ought to do, as we look at how we can use the schools more, is how do we have adult education programs and things like that.

Ms. Harvey?

Ms. HARVEY. Unfortunately, sometimes what we do is create our own little boxes which prevent us from being creative. School reform does a lot to bring in all points or all of the stakeholders in making a decision. But where a local school believes that these 11 people are going to take the place of the previous one person, then they are going to fail.

What school reform means is embracing everyone. It is a massive job, but what you have to do is constantly creating a culture that invites people in and gives them real and meaningful roles within the school. Frontal involvement is the key, and we have programs, as Mr. Green said, instead of people, then we create just that. We need to have parents in the building, and we have to ask them what are your needs. And we have to listen to them, and then build a program around that.

At Herran, we have a very unique component, and that is staff person who is called a human relations specialist, and she has almost single-handedly made parental involvement work here. What she does is to embrace the community and individual parents that come in and are fully empowered to bring programs and to evolve, and that way we have the GED program and parents going on to work for diplomas and certificates.

We have parents who are getting work-related schools and organizations and companies coming in to work with parents who may need employment. We have shots and physicals and workshops on stress, and parents just coming together to talk about what do they need, what do we need, what the children need. And when you begin with a forum that is open like that and involves not just parents, but other local school groups like ESEA parent organizations and PTA's, everybody has to be involved in their shared decision-making.

Senator SIMON. We thank you all very, very much. We appreciate what you are doing.

Mr. AZCOITIA. Thank you.

Ms. HARVEY. Thank you.

Senator SIMON. Our final panel: Valerie Lyle, is a teacher at Lincoln Elementary School, Marion, IL; Harvey "Smokey" Daniels, Professor of Education, National Louis University; Dr. Allen Bearden, Assistant Director, Chicago Teachers Union Quest Center.

We thank you very much for being here. I might mention that Charlie Barone is my staff member here who is helping out. Tim Devine is the person who is doing our recording of the hearing. And Marvin Richards, from our Chicago office, has helped us very much. Nancy Chen is in charge of my Chicago office and is here.

Unless you have any preference, we will take you as you are seated there. Dr. Bearden, we will call on you first.

STATEMENTS OF ALLEN BEARDEN, ASSISTANT DIRECTOR, CHICAGO TEACHERS UNION QUEST CENTER; HARVEY A. DANIELS, PROFESSOR OF EDUCATION, NATIONAL LOUIS UNIVERSITY; ACCOMPANIED BY BARBARA MORRIS, TEACHER; AND VALERIE LYLE, TEACHER, LINCOLN ELEMENTARY SCHOOL, MARION, IL

Mr. BEARDEN. Good morning, Senator.

I appreciate the opportunity to testify before you this morning. The union I am partially representing this morning is criticized for not being a part of this new reform effort, when in fact we are helping to lead this new reform effort.

Senator SIMON. If I may interrupt you, Al Shanker, International President, has just been terrific in terms of saying we have to be hitting the basics, as well as change. I am a real Al Shanker fan, I might add, Dr. Bearden.

Mr. **Bearden**. Thank you, Senator. We do, also, because he does the efforts that we are trying to put forth.

I have been teaching in this system for the past 24 years, so I am a teacher even in my present position. I am a teacher on loan from the Board of Education. I am here not only representing the union's interest this morning, but I am also here to represent 26 Quest Schools.

These Quest Schools are schools that we ask to send in proposals and tell us about how they would restructure schools and how would they transform teaching and learning. They were awarded some minimal stipend just to get them started.

But the issue that I want to talk about mostly is the issue of professional development, because I know that is a part of the ESEA reauthorization plan. Professional development as it has been implemented in this city in the past is not the kind of professional development that we at Quest Center view as being necessary.

In the past, we have had many fragmented kinds of sessions, short, temporary kinds of things that really have not taken into consideration the value of teachers. We at the Quest Center do value teachers as professionals, not only the technicians in classrooms, but they are the intellect, they are the ones who we feel have knowledge to actually restructure and change the way education is going to be implemented not only in the city, but in the State and in this Nation.

An example of what it is that I am talking about is—and I did leave copies on the back table and I left some copies of our testimony, which will probably be more clear than my oral presentation here.

An example of what it is that I am talking about is, in the past 2 years, we have started to look at this national movement of what higher standards of excellence means to teaching and learning. This past summer, we brought together 31 teachers to write a set of content standards that were going to tell what children should know and be able to do in this city.

This was not just a board program, but it was collaboration between the Chicago Teachers Union and the Chicago Board of Education. So we worked diligently this summer to put this set of standards together. Now, these were teachers who in the past were not allowed to even plan what we call in the past staff development in their own schools. But these were teachers who have the experience and who have the knowledge, and we have produced more than 200 content standards on a chart that are going to direct the new instructional efforts in this city.

It is no longer a draft. It was in draft form, and on February 23rd of this year, the Board of Education did adopt that plan. So it is not a mandate, but it is a chart of expectations for children.

Now, the reason that I am mentioning that is because many of the responses that we received about that particular chart are that the teachers who have been teaching much like they were taught in school now see this chart as a threat, not all, but some. They have no idea what it means to teach to higher standards. So we see an opportunity with the ESEA and the professional development plan to actually retrain or retool, as we say, those teaching practices that are going to be necessary, if we are going to teach to higher standards.

We have in this city 10 teams of teachers who are developing units, developing prototypes, instructional prototypes and performance assessment pieces that we are going to be willing to share with all of the city. However, it is going to take some kinds of incentives to get those teachers who are not apprised of this project interested in doing this kind of retooling or retraining, if you will.

I was here this morning when the President of the Chicago Board of Education made a statement about the Board of Education and the Chicago Teachers Union working in collaboration to do staff development. Well, we are, she is absolutely right. But one of the things that it is going to take to get this effort done is some kind of incentive. We have lost a lot of those teachers 25 plus 5. I heard someone say we have lost over 8,000 throughout the State.

But there are some still in this system who will not see the value of going back to school to be retrained to teacher the higher standards. They will continue to teach in the manner that they have been teaching over the past 10, 15 or however many years that they have been in the system, if there are no incentives to do that.

We at the Quest Center are presently trying to provide some incentives to do just that. There was as clause in the contract that we thought was some incentives, but because of the crisis that we have in funding, those incentives have been removed.

We have an institute where we train—I don't like that word, but where we do give professional development to teachers, development in the new ways of teaching to higher standards. Prior to the last contract, all of our classes were filled, because there was some incentive, some bonus for going back to school and doing this retraining. After the last contract, many of the teachers who were interested in this retraining or redevelopment, they no longer see the need to be there.

In closing, what I want to say is problem that are mandated by the administration without input of those who participated should be avoided, and that is the staff development programs. If we are going to put those in place, teachers should be a part of the planning. Incentives that will motivate a larger percentage of teachers to participate in retraining must be solved.

Funds currently being allocated for teacher development are not sufficient. Therefore, other efforts must be formulated. Not only should organizations begin to focus on and promote development and professional growth of teachers, but until organizations begin to focus on progressional development and retraining of teachers, will we be able to adequately expect our school system to prepare every student for living, working, thinking, competing and leading in the 21st Century.

Thank you.

Senator SIMON. Thank you, Dr. Bearden.

Mr. Daniels?

Mr. DANIELS. Thank you.

First of all, Senator, thank you very much for inviting me today. I bring you a personal greeting from the President of National-Louis University, our mutual friend.

Senator SIMON. Yes, give him my greeting.

Mr. DANIELS. Let me give you a little background about my work. Although I am technically a college professor, most of my time is devoted to designing and conducting and assisting with professional development programs for school teachers. So I spend most of my days in schools like this one and in learning centers like this, after 2:30 when the kids go home.

The main project I have been involved with over about 16 years with a group of colleagues is one that you know well. It is the National Writing Project, which you supported as it has become a federally funded program in the last couple of years. So we began here back in 1978 with a model of professional development that seems to work very well. It is all in my written testimony, if you want to read about it.

Over that span of time, we have done three major studies to see does this professional development work, does the kids' writing get better when teachers sit through this program. Each time, we have been able to show highly significant growth in the writing competence, the achievement of the students.

On page 4 of my testimony—we will not whip out the overhead here, it does not feel like a school event, if somebody does not show an overhead—what you will see there is a study that we did on 9 schools that we implemented our teacher development program, and we got very significant growth and got very significant growth in IGAP, the State language art scores, 20 percent gain in 3rd grade, 12 percent grade in 6th grade, and 8 percent in 8th grade. This recurs. It works, and we have evidence going back in the suburbs and around the State that this program really does work.

Why does it work? There are certain attributes or ingredients to this professional development program that we think are really critical to their success. They are well recognized in the literature of teacher staff development. I will not go through them all, but they have to do with programs being voluntary, involving teachers from the bottom-up, being peer led.

The folks who run these are teachers themselves, not professor like me, though we may help in the background, that they are long, that they are active in the sense that we have teachers doing the thing that we want their kids to do. We want their kids to write better. The teachers have to start doing their own writing, editing their own writing, thinking about that process, and the same thing with math, science and all other subjects.

Anyway, our next task now, with the help of the Joyce Foundation and other funders locally, is we are taking that model of the writing project out across the curriculum into reading and math and science, and we are also involving parents in evening programs, where we have the parents coming in and doing the same kinds of things with each other that we have their kids doing in the classroom.

So what kind of help can we get from the Elementary and Secondary Education Act? One of the things that will be great is whatever extent to which the legislation can signal and stress and just talk about the centrality of professional development to school change. This is the last link in the chain. A lot of us tend to subscribe to a kind of domino theory of school reform. We pass a law, and then all of this chain reaction occurs, and at the end student achievement goes up.

Our experience is you have got to walk up to each and every domino and knock them over one at a time, and the last one at this school house door is professional development. The Eisenhower Math and Science and Science Professional Development program, there is a proposal to open that to all the core academic subjects, which we strongly support and hope for your support in that. As several witnesses have already said, school based professional development is tremendously important. It has got to get to the kids and the school and the teachers.

A very quick story: Our project, our version of the National Writing Project, in the 10 years before school reform, 10 years before school reform started, we did maybe 12 schools in the city. Even though we were pushing very hard, we could not get it in. Since reform started, we are doing 12 schools a year. And there is one difference, and it is decentralization. Now that individual schools can seek and evaluate and adopt and pay for their own staff development, our involvement has grown enormously.

I will not reiterate all the points about flexibility and the formulas and the targeting and the categories. Those have been eloquently expressed today. I just want to close by talking about there is one effective professional development that is a lot harder to measure. There is no IGAP for this, and it has to do with the renewal of spirit.

Teaching is a very hard job in this town. Sometimes it is a brutally hard job. I started my teaching career a few blocks east of here, at Westinghouse High School. A lot of teachers in the system are stressed out, burned out, exhausted and tired of being blamed for a lot of things that are outside of their control.

What we see when we do professional development, when we get teachers together, not just for fund, but to talk about math and talk about writing and reading, but when we get them together and they sit in a room in a peer-led group and start to attend to the issues of teaching their kids, we see a rebirth of their joy, of their delight, of their playfulness, of their idealism, of their love for their children and their commitment to the work. So for those of us that design professional development, those are the most important and inspiring results of all.

Thank you.

[The prepared statement of Mr. Daniels may be found in the appendix.]

Senator SIMON. Thank you, Mr. Daniels.

Ms. Lyle, we are happy to have someone from Southern Illinois here.

Ms. LYLE. Thank you, Senator.

I am a teacher. I am a 5th grade classroom teacher and I have come to talk about the importance of professional staff development. Eighteen years ago, when I began my teaching career, I hated to teach science. As a result, it was my students' least favorite subject. Now it is my passion. As a result, my students often leave with it being their favorite subject.

What has caused this dramatic shift in attitudes? Ongoing professional development opportunities. As a result of my ongoing training, I was selected to serve as a master teacher in the NTTI National Teacher Training Institute. NTTI trains teachers in how to effective utilize technology, coupled with hands-on science and math activities to promote higher order thinking schools in our students. Senator, these are the aims of our national and State goals, as well as the Improving America's School Act of 1993.

The items I have placed on the table are in expensive items, often throw-away items. Effective science teaching does not require expensive materials. However, it does require professionals who know how to utilize such items. These were used in a lesson I developed for NTTI entitled "Listen Here Everybody." This is a copy of my binder and this is what the participants walk away with.

In the video segment that I am going to show to you——

Senator SIMON. The participants are teachers or students?

Ms. LYLE. Yes, teachers teaching teachers. That is the key thing. This condenses three and a half hours of teacher training and classroom instruction, to show you the direct correlation. It is condensed down to 2 minutes.

[Videotape was shown.]

Ms. LYLE. As a result of the overwhelming response to the NTTI from teachers across the Nation, as you can see in our binder there, PBS, in collaboration with the National Council of Teachers of Mathematics, had developed a new and exciting initiative called Mathline, and this explains it.

[Videotape was shown.]

Ms. LYLE. Senator, without funding for professional development and initiative such as Mathline, America will not reach its goal of producing students who lead the world in math and science skills.

Thank you.

[The prepared statement of Ms. Lyle may be found in the appendix.]

Senator SIMON. Thank you very much.

What are we talking about time-wise? Let me go back. I can remember under the National Defense Education Act when we had the summer seminars. I ran into a lot of foreign langauge teachers saying the best thing that ever happened to me was that summer seminar we had under the National Defense Education Act. I do not think they call it a seminar. I forget what the title was. Anyway, any one of the three of you, what are we talking about in terms of a time commitment from the teacher in order to have this kind of a development? Let's go down the line. Dr. Bearden?

Mr. BEARDEN. I think we are talking about a large amount of time. We can have awareness sessions and give fragmented in-service kind of training, in-school training in a half-hour period during the mornings, which is basically the kind of staff development that has been implemented in this city in the past.

But to completely retrain or retool teachers in the kind of knowledge that is going to be needed for teaching in the way that is going to be required to teach to higher standards, it is going to take courses, a 45-hour semester or 3 semester hour course work is the kind of training that we have started to look at.

Senator SIMON. From your viewpoint, ideally the school, like Leon Letterman's Math and Science Academy, there the teachers are given some time off to attend that. Is that what happens at your——

Mr. BEARDEN. In some instances, we provide substitute services for teachers to leave classrooms to do this. But most teachers do not want to leave their classrooms, so they spend an enormous amount of time after school and on weekends doing this kind of retraining.

Senator SIMON. When you talk about a bonus, are you talking about a financial bonus?

Mr. BEARDEN. Yes, there were salary increases or salary bonuses for acquiring a certain number of credit hours. That has not been removed, but it is not being implemented at this time.

Senator SIMON. Mr. Daniels, you are eager to say something, I can see that.

Mr. DANIELS. I am happy to. The program I described before has 30 hours of instruction and is designed to improve teachers work in one content field, which is writing. We have similar models for reading and math.

So if you just wanted to get a teacher to understand the new standards for excellence in teaching in the main content fields, you are probably talking about 5 or 6 of those times 30 hours, 150 hours. That is something like 3 weeks of full days, and you certainly would not do it all at once. This would be spread over a period of years, so a teacher could integrate, practice in the classroom and get ready to work in another field. At some point, we hope they start to study not just separate fields, but the integration of all of them.

Senator SIMON. And what happens practically? Are they taking leave from school or summer or——

Mr. DANIELS. Leave is a very high-cost approach. The way we do these courses is after school, evenings, weekends, occasionally a week in the summer to get these 30 hours in. So the teachers are doing this on their own personal time, and it does work. The point is the kids' achievement does grow when they do that, and it costs something like $200 a teacher to do it this way. So it is a pretty cost-effective approach.

However, it is not much like the way they do it at IBM or in a big corporation, where somebody watches your desk while you go out to a nice retreat center and eat well and are taken care of. But that is the way we have had to do it.

I want to mention leaders, too. Because if we believe in teacher leaders, a critical aspect of this is training peer leaders that conduct these courses, and preparing one of them to take that very tricky diplomatic role is something more like three or four times that amount of time, summer leadership institutes, internships in staff development programs, where they co-lead with others, and so forth.

Just one thing about bonuses, just to disagree a bit with Allen. The reward system for teachers has always been tied across the country to enhancing your credentials, and that is important and I support it. But one thing we have discovered with teachers in Chicago is that many of them are willing to stay after school and are willing to give up their weekends without hope of compensation, because they want to do right by their kids. That has been very inspiring for us.

Senator SIMON. Ms. Lyle?

Ms. LYLE. It takes more than just a pull-out from your classroom for a full day in-service. That is not enough. It takes time for the teacher to be presented with the new ideas, and then to ingest those and formulate how they can utilize them in their classroom. I agree, I would prefer not to be pulled out of my classroom to do this. I would prefer that it be offered to me during the summer.

Senator SIMON. And these teachers that you saw in this video, is that a summer thing or a weekend, or what is that?

Ms. LYLE. No, it is a weekend. It was over a holiday time. It was as two-day institute in which the teachers spent the night at the facility.

Senator SIMON. I mentioned earlier going around visiting Chicago schools. One of the things I heard from teachers was also they would like more time just in the school to visit with one another, to kind of charge each other up. You mentioned burn-out, Mr. Daniels. That clearly is a problem for a lot of teachers. The average teacher, incidentally, teaches six and a half years. When we think of that grade school teacher who taught 30 years or something, and that really is not typical.

The other thing I heard was teachers who said I would love to have, using the phrase that you used, master teacher, I would love to have a master teacher come in and visit my classroom or I would like to visit in a classroom with a master teacher, so building in some flexibility that way into schools where you can. It sounds like it makes sense.

Any reaction?

Mr. BEARDEN. There is another collaboration in this city between CTU and the Chicago Board of Education that addresses that particular issue. In no other profession—well, maybe some other professions—a doctor, for instance, has an opportunity to do an internship or be trained by a master physician.

There is a mentor program in this city, where people with degrees are allowed to go in and be trained as a teacher, and there is a pull-out mentor teacher that helps them with this particular program. I know of no program where a master teacher is pulled out, but I agree that is something that should be done. It is necessary, and maybe not pulled out permanently, but 80 percent of the time that teacher could conduct their own classes and 20 percent of the time the teacher could help those in-coming teachers or those teachers who are not so set in their careers.

Senator SIMON. Mr. Daniels?

Mr. DANIELS. I am so delighted you asked that question. Part of our project involves sending master teachers into classrooms to help teachers implement the things we do in the workshop, and this part of it we are only able to do, because funding from the Joyce Foundation. With me today is Ms. Barbara Morris, who is one of our teacher coaches, 29 years with the board, and we lured her into this project where now she has given up her own classroom and goes and visits schools and helps teachers do exactly as you have said, to make things really work one classroom at as time.

Ms. LYLE. Teachers need to share ideas and learn from each other, because we are the ones who know what really works with our students, and in isolation we do not have the time nor the energy to create those really highly effective lesson plans that will help move our students toward the goals that we want.

Senator SIMON. Ms. Morris, do you want to comment at all?

Ms. MORRIS. I would just like to say that it is essential that teachers have that help going into the classroom to help teach those programs that they might be wanting to institute. As you said before, teachers do not have time to talk, they do not have time to interact, and I find that my position of going into the classrooms and helping teachers is a valuable one, and for me it is worthwhile teaching.

Senator SIMON. Well, this is an area where clearly the return in terms of Federal dollars can be a tremendous one in terms of our education for the country, and I really appreciate your testimony and I will bear it in mind.

[The appendix follows.]

APPENDIX

PREPARED STATEMENT OF MARY JAYNE BRONCATO

Chairman Kennedy, Chairman Pell, Senator Simon and Members of the Committee:

Thank you for this opportunity to testify on behalf of Illinois schools and schoolchildren.

Eleven years ago, our State began a long and sometimes difficulty journey toward a system for continuous school improvement, one which would ensure that all students are being served and all students are learning.

The components of this school improvement system (which is described in the brochure which we have provided your staff) include the following: State and local standards for learning which define exactly what we expect all students to know and be able to do as a result of their schooling; State and local assessment programs which provide a consistent measure of pupils' knowledge in reading, mathematics and writing in grades 3, 6, 8, and 10, and of their knowledge of science and social studies in grades 4,7 and 11; Comprehensive content definitions and challenging performance standards which define what it means for students and schools to exceed, meet or not meet state standards; A school accreditation process which is based on demonstrated progress in student learning by all students, as well as on compliance with basic state requirements; and A school improvement plan which describes the strategies the school will use to address identified problems.

In the near future, we plan to add a regional school improvement plan to give direction to intermediate level support services, and a state school improvement plan which will reflect statewide needs and priorities.

This system is the centerpiece for our school reform efforts in Illinois and the driving force behind our actions as a state education agency. For example, we have recently completed a review of the standards for our certification testing system to ensure that they reflect the learning standards we have set for Illinois students. We have also requested legislation which would allow us to use a block grant model for funding to schools, so they will have the flexibility and resources to address the problems unique to each. We have made our regulatory contacts with the 4153 schools in Illinois the beginning of our interaction with them, not the end. Finally, as an agency, we have aligned our staffing and operational procedures to give priority and support to local school improvement efforts.

We have learned a lot since we developed this vision eleven years ago that it takes a long time to implement such major changes; that we must be flexible and give flexibility to local districts and schools; that we must make hard choices about priorities; that we must pay attention to such things as paperwork and release time for teachers; that we must work in partnership with local school personnel, parents and the community; and that we must all be going in the same direction at the same time.

That last lesson—that we must all be going in the same direction at the same time—has particular relevance to the recently signed Goals 2000 legislation and the changes you are considering in relation to ESEA. We view Goals 2000 as a watershed point in defining the federal government's role in education; through it, there is now a clear focus on systemic operation of state and local educational systems and a strong framework for federal support of those efforts. The proposed changes in ESEA have obviously been drafted to reflect that focus and, even though some of the details are of concern, the overall direction is an extraordinary fit to the direction in which Illinois is going.

You asked how the federal government can assist in our reform efforts. We have three broad recommendations.

First, we need flexibility in the planning and use of federal funds. In Illinois, the school improvement plan is the context for planning and decisions about the allocation of resources. Each school improvement team analyzes the evaluation of student performance and the instructional program and then determines what needs to be done in areas such as staff development and the ways in which technology can be used to improve achievement. We ask you to ensure that the changes to ESEA give schools the flexibility to design a school improvement program which will meet its unique circumstances and priorities, rather than priorities set in Washington. Illinois will guarantee accountability as long as schools have the flexibility to use federal dollars to tailor a program that will truly result in improvement of academic progress.

Our second overarching concern is the necessity for coordination and consistency of direction for federal education programs, including those authorized by ESEA. That means that the state education agency should be assigned the central role in approving and administering all federal education programs. If that does not happen—if the state education agency is bypassed on any program designed to support improved practice in schools or to address categorical concerns—the systemic approach envisioned by Goals 2000 and our own reform efforts will be doomed.

Finally, if Illinois is to continue its momentum toward school reform and fulfill the promise of the new federal legislation, the state education agency must have funds to conduct the leadership and technical assistance activities that will be required. Developing a classic accountability schema without enough personal and fiscal resources to assist local school improvement teams means that the federal and state governments will have won the battle and lost the war.

We also have several recommendations related to specific programs under HR6. However, before I share those with you, I want to comment on the recommendations to eliminate funding for major sections of the impact aid legislation.

The proposed changes to impact aid would affect 86 of our districts and reduce their funding by just over $2 million. This may appear insignificant in the context of the more than $872 million Illinois receives in federal funding. However, I assure you that the current underfunding of this program has already thrown many of these districts into dire financial straits and the proposed changes will put an even greater burden on local taxpayers in these communities. I believe impact aid is a moral issue as well as a fiscal one, and I implore you to not only restore the areas proposed for elimination, but to provide 100% of the loss of revenue to each district in which there is a federally impacted area.

With respect to specific parts of the proposed legislation, we recommend the following:

Chapter 1

To ensure equitable distribution of funds, use the percentage of students at the poverty level instead of absolute numbers; this will help make sure that sparsely populated areas with high proportions of low-income students benefit from Chapter 1 funds.

To ensure viable programs, establish a floor—i.e. a certain percentage of students at the poverty level—for determining a school's eligibility for funds.

Base the poverty count on variables which provide more accurate and current data than the decennial census, such as AFDC and free reduced lunch counts.

Maintain the language which breaks down barriers and allows Limited-English-Proficient students to participate in Chapter 1 programs. LEP students should be an integral part of all Chapter 1 services.

Title II

Authorize schools to submit a single application for funding. Eligible activities should be based on needs identified in the local school improvement plan.

Require that higher education eligibility for professional development funds be based on a state professional development plan, which is in turn a part of and consistent with the state school improvement plan.

Title IV

Provide administrative funding to adequately support the requirement for peer review of all applications;

Maintain provisions which give local districts the flexibility to respond to local needs for safe schools.

Title VII

Add a "statewide program" to the proposed framework of enhancement, schoolwide and districtwide programs; this additional component would encourage states to develop effective mechanisms for integrating services for LEP children into existing state systemic reform efforts.

Thank you. I look forward to responding to your questions.

PREPARED STATEMENT OF SHARON GRANT

Good morning, Senator Simon. I am Sharon Grant, president of the Board of Education of the city of Chicago. I want to welcome you here to the Hefferan School today. It is a pleasure for us to again host a Senate subcommittee hearing, particularly on the priority topic of the reauthorization of the Elementary and Secondary Education Act (ESEA) from which our schools receive nearly $200 million.

As the ESEA legislation moves through the legislative process, I am sure that you recognize your unique status as Chicago's only Member of Congress on an Education Committee. Therefore, I must provide you with fair warning that the Chicago Board of Education will have to rely on you more than ever during this important legislative session of the 103rd Congress. We will have to rely on you to address many important operational details of ESEA which were not addressed in the house and rely on you to deal with the critical issue of money. The primary issue on our federal agenda in ESEA, idea or anything else is funding, in its multiple forms of formulas, appropriations, and budget ceilings. This is where Chicago needs your help the most.

The Board of Education has been heartened by the emphasis, tone and focus of President Clinton's ESEA reauthorization proposal which is embodied in S.1512. We welcome the cross-cutting priorities of increasing academic performance, targeting of funding on those most in need, and enhancing accountability throughout the bill. While we may have some technical and operational recommendations, those suggestions are offered in the spirit of strengthening a bill which we staunchly support.

The redirection of the title I program to provide supplemental support for the core academic subjects in the regular curriculum will be welcomed by our local school councils (LSCS), as will the new schoolwide project provisions. While there is a place for basic skills and remediation, our focus should be on achievement in a rigorous core curriculum frame-work which is effectively implemented at the school level. I am informed, however, that the recently enacted Goals 2000 legislation sets out at least nine core curriculum areas for which standards and assessments may be developed. The title I program, even at a $7 billion funding level, cannot be expected to be responsible for increasing achievement in each core subject area and for every child in each title I school, as the administration's bill seems to suggest. I am hopeful that the senate will develop some more realistic and positive expectations for the program. Under the proposed bill, our schools will be penalized before they begin to design their programs, because they will immediately be placed into a program improvement category as a result of past years evaluation. Those evaluations used the questionable and now abandoned normal curve equivalent aggregate evaluation model. Please do not require Chicago to begin these new initiatives by starting our program in the hole. Let us start with a clean slate so that schools could be made accountable for the success of the programs that they will design.

I also have some concern about the so-called "80% allocation rule" in the new title I (section 113c2a), which may functionally eliminate 168 of our current schools from receiving title I funding. Since we now serve all schools having 56% poverty rates or above, the schools which would be unfundable under the 80% rule would be schools of significant concentrations of poverty. This 80% rule might work reasonably well if the administration's proposal for heavier targeting of funding on areas with high poverty concentrations was enacted. However, the House bill includes the 80% allocation rule but further concentrates only any additional funding above the current appropriation level. Therefore, local school districts could be saddled with a new school-level targeting rule without a national targeted formula sufficient to fund even our existing schools.

A very positive feature of the administration's bill is the allocation to schools on the basis of poverty, thereby removing provision of current law which penalizes achievement success with the loss of funding. But, I also would like to ensure that allocations to schools on the basis of documented poverty apply to the nonpublic schools as well as to the public schools. I do not have any problem with providing the nonpublic schools with their appropriate share of services for eligible children. But, I am seriously concerned that the same objective student eligibility and allocation requirements may not be enforced in the nonpublic sector.

The administration proposes to phase-out the chapter I program for handicapped children, and phase this significantly disabled student population into the larger idea program. The board can support this logical consolidation, if our funding under P.L. 89-313 is protected until the idea funding level becomes equivalent. The administration's bill protects the funding level statewide at the Illinois State Department of Education, but does not ensure that the 13,201 disabled Chicago students currently eligible under the program will have their $5 million in local program funds protected as well. Quite simply, the state is basically held-harmless in the administration's bill and the local programs and local children are left to fend for themselves. It is our position that the local entity responsible for delivering the program is the one which should be held-harmless legislatively, not the State bureaucracy. Correcting this oversight is an exceptionally high priority for the board.

Regarding the other titles of the ESEA bill, the Chicago Board of Education strongly endorses the high priority placed on professional development as the new title II, and would like sufficient flexibility to use those funds' in accordance with the needs assessment required from our individual schools. Also in title II, we would like to have a technical assistance center which would deal solely with the unique school improvement problems of the major urban school systems. In title III we are not enamored with the charter school proposal, especially if the ultimate control and authority can rest at the state level and not with the local public school authority. The Board supports the new title IV Safe and Drug Free Schools, but would prefer that all funding come to the schools, rather than a portion to the Governor. The magnet school proposal needs major legislative surgery in our opinion, since it is likely that Chicago may not be able to successfully compete for funding under the proposed provisions. While the board supports the administration's bilingual education proposal, we think that the Hispanic caucus' array of program and national objectives in school-based programs and teacher education align closer with our needs. The board would recommend in the emergency immigrant program included in title VII, the continuation of a formula grant approach, rather than change to a competitive project grant format. The Board also cannot support the administration's impact aid program, since it eliminates the funding for federally-connected low-rent public housing students and substantially revises the payment rates.

We are extremely pleased and proud that our Senator is carrying the urban and rural schools of America bills, which Chicago had a major role in shaping a few years ago. It is heartening to see that the House has included a new title XII in its reauthorization which embodies significant portions of the USA and RSA bills. These are school reform bills which provide assistance to the two sectors of the American education system that need the most help to achieve the national educational goals. Frankly, the board would like to see a portion of the title III Goals 2000 school reform money be redirected through the USA and RSA mechanisms to ensure that the urban and rural schools secure the assistance which they need and deserve.

Finally I would like to address the National Education Goals and the Goals 2000 law. The Chicago Public Schools support standards, and high expectations for our students. We do not shy away from fair and valid assessments of our students and our schools. All of us in Chicago have worked long and hard to make school-based decisionmaking a reality. We are concerned that Goals 2000 may infuse a top-down school reform model emanating from the State, which could negate our own bottom-up program. The linkage of the ESEA programs with Goals 2000 raises similar concerns.

Therefore, the Board is viewing the Goals 2000 movement with both caution and optimism for a renewed federal commitment to educational improvement. The Nation cannot move forward educationally without making significant strides with our urban young people. One-third of the Nation's future workforce is now proceeding through their elementary grades in just the major big city school systems. The Nation's future in large part rests with the success of urban education and our student bodies. The administration's ESEA bill, on the whole, is admirable. There are, however, omissions such as for dropout prevention, urban and rural schools and school infrastructure. We are pleased that you have recognized the urban and rural omission and the associated school infrastructure needs, and encourage you to include these in ESEA. Finally, beyond authorization, these priority programs and emphases must be funded through budget and appropriations.

You have long been a strident advocate for education, and the Board is reassured in having you on the Senate Education subcommittee. We again ask for your personal help and legislative skill on these issues, and stand ready to support you and back you up with any assistance which the Board and our school staff can provide. Thank you for caring enough to bring this subcommittee hearing to our schools and ask for our input.

PREPARED STATEMENT OF RICHARD LAINE

Good morning Senator Simon and members of the Subcommittee. I am Richard Laine, the Executive Director of the Coalition for Educational Rights. The Coalition is the only collective,state-wide voice for organizations and individuals who are committed to achieving fair funding for all public school children throughout Illinois. Its membership includes state-wide civic and labor organizations, and local educational and social policy advocacy organizations.

The Coalition's goal is to reform the current education funding system in Illinois so that it provides adequate, equitable, and predictable funding to meet the educational needs for all public school children in the state.

In addition to my role as Executive Director of the Coalition, I sit before you as co-author of a recently published research project which concludes that educational resources do matter in a student's learning, refuting highly publicized research from over the last decade. Our findings suggest there is strong evidence that school resources are positively related to student outcomes and that this relation is largest enough to be educationally important.

Today I would like to take this opportunity to touch on three issues. The first concerns the present lack of equitable access to educational opportunity for a basic education and the urgent need to create the structural support to ensure a quality education for every child. Second, is the need for increased targeting of federal Chapter 1 dollars in order to provide additional support for those children growing up in districts with high concentrations of poverty. Third, I would like to elaborate on our research just published last week which finds that money is positively related to student achievement.

The lack of equity in our current system was made brutally clear in Jonathan Kozol's book Savage Inequalities in which he highlighted the disparities in children's educational opportunities merely as the result of where they lived. Kozol's story told of vast differences between school districts in the same state which could hardly be imagined. Senator Simon, you had an opportunity to see into the world of a district with extremely limited educational opportunities when you held a subcommittee hearing in East St. Louis last October. East St. Louis has the highest educational tax rate in the state. But as you could tell by the grossly inadequate educational facilities, this burden carried by the taxpayers in East St. Louis by no means yield the revenues necessary to support the quality of school corresponding to their high tax effort.

The enormous disparity in the level of per-pupil revenue available to Illinois school districts, which leads to disparity in educational opportunity, is due largely to the state's strong and growing dependence on the local property taxes to fund public education. While the rest of the nation has moved towards state governments taking the lead in funding their public education systems, Illinois has allowed its state share of education funding to fall from a high of 47% in 1976-77 to the current low of 32%. This decline has placed an excessive burden on local school districts that do not have a strong local property tax base. When the numbers are examined in terms of their implications for low income children, we find a striking trend in the relation between the concentration of low-income children and the amount of local property wealth in Illinois school districts and the amount of basic education dollars available to those children.

The table below shows the average concentration of low-income children in the 10 percent of districts with the highest concentrations of low-income children, the average concentration of low-income children for all districts, and the average concentration of low income children in the 10 percent of districts with the lowest concentrations of low-income children. The average property wealth per pupil is also given for the same category of districts, as well as the average amount of basic education, or unrestricted dollars, per pupil. All data is from the 1992-93 school year.

	Elementary	High School	Unit
Avg. Poverty: Highest 10%	43.1%	14.8%	34.3
Avg. Poverty: All	12.8%	5.6%	13.9
Avg. Poverty: Lowest 10% poverty	.02%	.3%	2.3%
Avg. Property Wealth/ADA: Highest 10% poverty	53,533	125,550	30,712
Avg. Property Wealth/ADA: All	119,486	241,811	48,102
Avg. Property Wealth/ADA: Lowest 10% poverty	141,075	307,270	77,656
Avg. Basic Ed. $/ADA: Highest 10% poverty	3,385	5,053	3,570
Avg. Basic Ed. $/ADA: All	3,892	5,930	3,467
Avg. Basic Ed. $/ADA: Lowest 10% poverty	4,251	6,382	3,873

Note: ADA=Average Daily Attendance

The trends highlighted by this table are troubling. This table clearly shows that as the average concentration of poverty decreases, the average amount of property wealth significantly increases, and the average amount of money available for the basic education program increases. This means that on average, children in poverty do not have access comparable amounts of dollars for their education as their wealthier peers. The cruelest piece of these numbers is that we cannot blame this lack of funding on the taxpayers in those districts with high concentration of low-income children; on average they are paying slightly higher tax rates then their wealthier counterparts.

The picture that can be painted with Illinois' numbers on school finance is one in which the children of Illinois are not having their needs for a quality education met. To cite a finding from the legislatively created State Task Force on School Finance, 80% of all children in Illinois do not have sufficient revenues for an adequate education, not to even speak of access to excellent educational opportunities. In addition, we have documented the severe inequities (exceeding 2.5:1 when the extreme cases are excluded) in access to educational dollars which exist between districts throughout Illinois. These dramatic inequities were even placed in national comparison when the Congressional Research Service ranked Illinois as one of the ten worst states in regard to equity.

Clearly, Illinois must take steps to change its education funding system to meet the educational needs of all of its students, especially those growing up in poverty. But we are here today to focus on the federal government's role in providing support to children growing up in poverty. What this subcommittee should learn from the many reviews of the current allocation of Chapter 1 dollars is that the current structure of the Federal Chapter 1 program also fails to meet the additional needs of low-income students. As the reauthorization of the Elementary and Secondary Education Act moves through the Senate, hard questions must be asked about the Act's objective. When 90% of all Federal Chapter 1 dollars are allocated through the Basic Grant program to nearly all counties in the country, and only 10% of the dollars are allocated through the Concentration Grant program, we must ask ourselves if this law is doing all that it can for those it is intended to help.

Under the current state and federal funding system, many low-income children lose twice: first because of the state's inequitable education funding system, and second, because of the lack of targeting of Federal Chapter 1 dollars. Illinois must do its part to address this issue by reforming its education funding system. But as the Subcommittee considers changes to the ESEA, I urge you to focus on the distribution formula and make adjustments which recognize the exponentially increasing educational needs of children in schools with high concentrations of low-income children. This means targeting Chapter 1 dollars to a much greater extent than they currently are. Then, when the Coalition for Educational Rights and all of its members are successful in moving this state to create a more adequate and equitably funded state education system, the children in Illinois will be treated with the fairness in funding they deserve, and on which our future depends.

The third issue I would like to address today is in regards to recently published research I co-authored with Larry Hedges and Rob Greenwald from the University of Chicago. Our work attempted to answer the question, which many will ask as the ESEA is reauthorized,: Does money matter in the education process?

During the last thirty years, social scientists have attempted to understand the relation between school resources and student achievement. While there is not a clear understanding of the connection between the two, most people believed what seemed intuitively obvious: more dollars should mean greater educational opportunities, and therefore higher student achievement. When Professor Eric Hanushek of the University of Rochester conducted a comprehensive review of much of the research previously done on this topic, it came as something of a surprise when he reached the counter-intuitive conclusion that there is no systematic relation between resource inputs to schools and student outcomes. In essence, he concluded that "money does not matter". This subcommittee received testimony from Dr. Hanushek on this point last summer.

Over the decade which has elapsed since Professor Hanushek first published his conclusions, the statistical community recognized the weaknesses in his methodology, and has developed more adequate methods to summarize findings across many studies. We believe that the reason that Hanushek found that resources seemed to be unrelated to education outcomes is that he used outdated and subtly flawed methods to summarize findings across studies.

My colleagues, Larry Hedges, Rob Greenwald, and I have reanalyzed the research studies most often used to argue that "money does not matter". By applying more valid synthesis methods to the same data, we have demonstrated that these studies point to quite a different conclusion than Hanushek's. We found that there is strong evidence that resources are positively related to educational outcomes, and the magnitude of that relation is large enough to be educationally important. Thus, the research evidence is consistent with the intuitive conclusion that additional school resources should lead to higher student achievement.

And in a paper presented last week at the American Education Research Association's annual meeting, we released our latest findings which used the same methodology on a more recent body of evidence, thus overcoming some of the weaknesses in Hanushek's universe of studies. In that paper we concluded once again that money is positively related to student achievement: money does matter.

But let me be very clear about our findings. We are not suggesting that haphazardly increasing funding levels to schools, or just "throwing money at schools", is the most effective means to improve public education. It clearly is not. We would hope that our findings will allow the debate surrounding education reform to move beyond the question of does money matter, to the more important question of how should we allocate adequate resources for all children.

Finally, let me end by quoting a past state superintendent of public education in Illinois who wrote that ". . . Government is bound, solemnly pledged, to look to the matter of education! Our children have a right to demand it on the grounds of solemn engagement; and if we neglect it, the curses of future ages must rest upon us." He concluded by stating that "the only way to bring in the children of the poor is to bring them in on the same footing and on terms of equality with those of the rich. Let the poorest children feel that they have as much right to be there [in a good school] as has the children of the millionaire, and that the only distinction known is that of merit, and then you will reach the poor, while no injury will be done to the rich." I wish I could tell you that this statement was first uttered by Superintendent Broncato's predecessor. Unfortunately, this statement was made in 1855 by then State Superintendent Ninian Edwards. hope that as our words are spoken here today about the inadequate and inequitable state of our education funding system, and our failure to meet the special needs of those children growing up in poverty, that our words are not repeated one hundreds years into the future with the same amount of frustration as I speak Superintendent Edwards' words due to the lack of any significant changes. We must act now.

Thank you for this opportunity to speak on behalf of the Coalition for Educational Rights. would be happy to answer any questions.

[Additional material is retained in committee files.]

PREPARED STATEMENT OF KAREN BERMAN

Mr. Chairman and Members of the Committee, on behalf of the Chicago-Lawyers' Committee for Civil Rights Under Law, I thank you for the opportunity to voice our concerns about the reauthorization of Chapter 1 of the Elementary and Secondary Education Act.

I. THE CHICAGO LAWYERS' COMMITTEE FOR CIVIL RIGHTS

The Chicago Lawyers' Committee is a 25 year-old not-for-profit legal organization dedicated to protecting the civil rights of poor and minority persons. Since 1991, as part of its Children's Advocacy Project, the Chicago Lawyers' Committee has collaborated with educators, advocates, and governmental leaders in Chicago and nationwide in studying the Chapter 1 program and making recommendations for its reform that will ensure that low-income children will benefit from its assistance. This year, the Joyce Foundation awarded the Chicago Lawyers' Committee a two year grant to continue our work on federal Chapter 1.

II. CHAPTER 1 MUST ENSURE THAT LOW INCOME CHILDREN HAVE THE OPPORTUNITY TO BENEFIT FROM CHAPTER 1 REFORMS.

The reauthorization of Chapter 1 of the Elementary and Secondary Education Act is one of the most important pieces of legislation affecting the education of low-income and minority students throughout the United States. The Chicago Lawyers' Committee applauds Congress's current effort to substantially reform Chapter 1, and wishes to use this opportunity to urge the Senate to ensure that the reauthorization include two critical components: 1) a commitment to target more Chapter 1 funds to school districts with high concentrations of poverty; and 2) a requirement that states ensure that all schools have the resources necessary to offer the quality education embodied in the reform of Chapter 1.

Since its enactment in 1965, the express purpose of Chapter 1 has not changed. It seeks to improve the education of children who live in communities with high concentrations of poverty. There is widespread consensus that the current program falls well short of that goal.

House bill H.R. 6 and the Administration's Improving America's Schools Act ("IASA") set forth significant and promising reforms to address some of the deficiencies now frustrating the purpose of Chapter 1. These systemic reforms recognize that, among other problems, Chapter 1 sets low expectations of low-income children, relies on meaningless and often counterproductive assessments, and holds schools accountable for dollars rather than results. Accordingly, H.R. 6 and IASA call for a new approach featuring high academic and performance standards for all children, broad flexibility for schools to use the funds, and strict accountability for whether students make progress toward the standards.

Although these reforms offer genuine promise for improving education generally, neither H.R. 6 nor IASA include the provisions necessary to ensure that children who live in low-income areas—the intended beneficiaries of Chapter 1—will attend schools equipped with the resources necessary for them to benefit from these reforms. Challenging content and performance standards are, at best, meaningless, in schools that lack rudimentary materials or up-to-date textbooks, that have decaying physical facilities and overcrowded classrooms, and a myriad of other disadvantages.

The Senate must insist that the Chapter 1 reauthorization ensure that all children have a fair—if not equal—opportunity to meet the challenging content and performance standards set forth in IASA and H.R. 6. As the federal government strengthens its leadership role in establishing high educational standards, it must not overlook that schools in low-income communities disproportionately lack the resources essential to realize them. Thus, we urge the Senate to include targeting and opportunity-to-learn requirements in the reauthorization of Chapter 1.

A. Target Chapter 1 Funds To School Districts With High Concentrations of Poverty.

The core purpose of Chapter 1 is to improve the education of children who live in communities with high poverty. It is unarguable, therefore, that to succeed, the program must target funds to the schools that those children attend. Like the current law, both the House and Administration bills ignore that simple logic.

Currently, 90% of all school districts and ⅔ of all public elementary schools in the country receive Chapter 1 dollars. The funding is so watered down that it can not provide the aid that is intended—and desperately needed—for the poorest children. Indeed, hundreds of the poorest schools in the nation receive none of the federal funds intended to help them. Illinois provides glaring illustrations. In Chicago, for example, 76 schools with more than 50% low-income students receive no Chapter 1 funds. At the same time, schools in Schaumburg with only 4% low-income students receive Chapter 1 funds.

While the Chapter 1 program enjoys widespread legislative and public support because so many school districts receive a share of the money, the current scheme undermines the serious endeavor of affording all children an opportunity to reach the world class standards necessary to compete in today's society.

The Senate must devise a formula that targets more Chapter 1 resources to school districts serving high concentrations of poor students, while preserving broad Congressional support. Such a formula requires two components: 1) a commitment to target a meaningful percentage of Chapter 1 funds to the neediest schools; and 2) an allocation formula that targets those funds more precisely.

IASA includes the first component—a commitment to target 50% of Chapter 1 funds through concentration grants. However, its allocation formula is too crude to effectively target funds to the neediest areas or to maintain Chapter 1's broad political support. Its allocation formula remains largely the same as the current law offering only modest improvement in targeting of funds. For instance, IASA still awards grants based on county poverty data. Further, while the formula modestly increases county eligibility thresholds for concentration grants from 15% to 18%, it fails to provide the gradual cut-off necessary to prevent counties with 17.9% poverty from losing out entirely.

H.R. 6, in contrast, offers a more precise and effective method of targeting dollars to needy school districts. Under H.R. 6, grants are awarded based on LEA poverty data. This will target dollars more precisely, and will enable high-poverty school districts in more affluent counties to receive targeted funds. Further, under H.R. 6 LEAs receive grants directly from states under a "weighted pupil" formula whereby Chapter 1 grants per pupil increase in relation to the LEA's poverty rate.

That precision notwithstanding, H.R. 6 offers no assurance that Congress will dedicate a meaningful amount of funds to needy schools. Indeed, H.R. 6 limits any increased targeting only to dollars that may be allocated above the FY94 appropriation (approx. $6.2 billion). Obviously, in any given year, there is no guarantee that new dollars will be allocated.

We urge the Senate to adopt a hybrid combining the precision of the allocation formula in H.R. 6 with the dollar commitment in IASA. Chapter 1 will not improve the education of low-income children unless Congress provides the neediest schools more resources.

B. Opportunity-To-Learn Standards.

Targeting more Chapter 1 funds to schools with high concentrations of poverty is necessary, but not sufficient. If Chapter 1 reform is to offer more than a hollow promise to children in poverty, it must ensure that all children have an opportunity to learn.

1. The Purpose of Chapter 1 Is To Provide Extra Resources For Low Income Children.

Chapter 1 was enacted in recognition of the additional resources needed to educate children who attend schools with high concentrations of poverty. Its purpose, therefore, was to provide extra funding assistance to schools in low-income communities.

However, Congress cannot assume—as Chapter 1 now does—that a level playing field already exists for all children. As a result of wide funding disparities among school districts, many schools in low-income communities begin with substantially inferior resources. The purpose of Chapter 1 has never been simply to compensate schools in low-income communities for state funding inequities. Chapter 1 cannot fulfill its goal of providing the extra resources needed to educate children who attend these schools until those schools have sufficient resources to meet basic education needs. Opportunity-to-learn standards that guarantee those resources for all schools, therefore, are essential to effectuate the purpose of Chapter 1.

2. If Chapter 1 Holds All Children To High Content and Performance Standards, Then All Children Must Have The Opportunity To Meet Them.

The need for opportunity to learn standards is even greater under a Chapter 1 program that centers on uniform, challenging, content and performance standards for all children. After all, if the federal government is going to mandate that states develop high content and performance standards for all students, then it must also make certain that states provide the curricula, teachers, professional-development opportunities, materials, facilities, and other resources needed to offer all students at least a fair chance to attain these challenging new standards.

Although both the Administration and the House bills require all children to achieve state performance standards, neither bill imposes any duty on states to provide low-income children the basic resources needed. H.R. 6—after heated House debate—has states develop "model" opportunity-to-learn standards, but implementation is voluntary. Interestingly, H.R. 6 suggests that states use these standards as a diagnostic tool when schools fail to show progress. Even then, the state has no obligation to provide the resources the school may be lacking.

Opponents to opportunity-to-learn standards argue that they are too amorphous to define, and will result in excessive attention to meaningless inputs and processes. The proposed new structure of Chapter 1, however, lends itself to a workable definition of opportunity-to-learn standards. The standards should be defined in accordance with the resources needed to achieve the state developed content and performance standards. For example, if states expect students to perform basic chemistry experiments, then one opportunity-to-learn standard should be that each school have the laboratory equipment needed to teach those skills.

Once agreement is reached on the state or national level about what the educational standards should be—then we must look at whether all children and schools have what they need to implement them. Through Chapter 1, Congress will then ensure that states have clear, high standards for what all children should learn, and that all children will have a fair shot at meeting them.

Further, parents and students must be able to monitor and enforce whether they are receiving the resources and services needed to meet Chapter 1's new performance standards. Certainly, if the students and schools are going to be held accountable for meeting the standards—and suffer sanctions if they do not—then someone should be held accountable for whether they were given the resources to achieve them.

III. CONCLUSION

As Representative Owens said, "There are no ruby slippers in American education: Merely setting higher goals and exhorting schools to meet them will not magically create the world-class system we need." Chapter 1 is intended to help educate children who live in communities with high concentrations of poverty. Without an increased emphasis on targeting assistance to those children and on ensuring that those children have basic resources, that goal will continue to remain largely unrealized. The House and Administration propose innovative and promising reforms to the current program. We urge the Senate to ensure that those reforms are not lost on the very children whom the statute is designed to serve.

PREPARED STATEMENT OF BOBBIE GREEN

Mr. Chairman and distinguished committee members, Good Morning;

I'm most appreciative of the opportunity to testify before the Senate Education Subcommittee this Monday, April 18, on the reauthorization of the Elementary and Secondary Education Act. I consider this opportunity a privilege. I have been a stanch advocate and supporter of parents involved in the educational process and have ensured that educators provide quality education for all children for many years. I will testify before you today on behalf of the millions of educationally and economically disadvantaged children nationwide and the ESEA Chapter 1 Citywide Parent Advisory Council.

My name is Bobbie Green. I am the proud chairperson of the ESEA Chapter 1 District 299 Parent Advisory Council for Chicago Public Schools and have been for the last eighteen years. I have served as the chairperson of the National Coalition of Title I/Chapter 1 (NCTICIP) Parents and am presently a National Board Member for the National Coalition. I am the parent of a former Title I child and the grandmother of two precious grandchildren to which I serve as their "Loco Parentis".

On behalf of all children and the ESEA Chapter 1 Citywide Parent Advisory Council, we would like to begin by emphasizing that there are many success stories in Title I/Chapter 1 Programs. These stories highlight children's achievements and progress and serve as the hallmark of Chapter 1. Unfortunately these stories are often only shared locally in our district and communities.

We are proud to say that the NCTICIP is the only grass root parent operated organization committed to the philosophy of community participation in the development of educational programs and agendas for this nation's economically and educationally deprived children. This organization has been instrumental in facilitating many successful initiatives.

I am personally familiar with such cases because of the many scholarships that the NCTICIP have awarded to former Chapter 1 students. In addition, Chapter 1 is responsible for many parents becoming self-motivated and going back to complete their education and ultimately entering the work force as productive citizens. While success stories of this nature exist, there are not enough of these kinds of stories.

Despite these success stories, I am still concerned about the overall perception of the ESEA Chapter 1 Program. Programs don't work, People do. I can't overemphasized the fact that programs don't work. Committed and dedicated people make programs works. This is true for the ESEA Chapter 1 Program. While on the other hand things are working in Chapter 1, there needs to be a better delivery system. The selection of qualified, creative and energetic staff must be a priority. There are too many in house retired and bright eyed and inexperienced bushy tailed staff members sitting in classrooms across the nation. The Chapter 1 program is often defeated before it is started. Don't get me wrong, I'm not talking about age, but the ability and willingness to get the job done. The status quo will no longer be the norm. We must all take a bold step and go to the edge in Chapter 1.

1. Parental Involvement—The 1965 ESEA Title I Act was a God Sent for many of us. It was one of the most profound educational challenges ever. It provided parents with the necessary tools to get in the school doors while many parents were not apprised of the ramification of what this meant. The LEA did not know their roles as well. The dissemination of information was slow and the mandate of parental involvement became a reality in the planning and implementation and evaluation of the program. This success was short lived with the passage of the ECIA Chapter 1 Act in 1982. Just as nationwide parental involvement had spread under Title I. A nationwide bliss occurred and most of the parental involvement programs across the country. were dismantled by LEA's. That Act literally destroyed parental involvement as we knew it.

In 1988 the Hawkins Stafford School Improvement Amendments gave a new strong message for parental involvement. Parents would be looked upon as partners in education and their primary role increased to include comprehensive training for parents to work with their children at home. Along with this greater emphasis came the mandate that there be a written policy on effective parental involvement. In addition, the establishment of parent resource centers was recommended as a viable means of accomplishing these goals. I would like to take the time to personally invite you to visit one of the finest parent resource centers in the country, located at the Chicago Board of Education. The center is specifically located at 1819 West Pershing Road 4th Floor, Center Building.

Many LEA's have parental involvement policies on paper. In reality, large districts are more than likely to have an active group and in many instances in small districts, parental involvement is null and void. There is an imminent need for a mandate for a sign off at both the local and the district levels. The Act presently states that parents will be involved in the design, implementation and the evaluation of the program; however, how can you plan without a voice in the actual budgeting. We do need a say in the allocation and distribution of funds in. In this district even though Chapter 1 parents have received the proper training, have been the most active volunteers, the initiatives of school reform usurps the Chapter 1 parent's authority when it comes to approving and or disapproving Chapter 1 expenditures at the local level. Chapter 1 laws state that Chapter 1 parents perform only in an advisory capacity. The laws must be revised to return ownership to the Chapter 1 body.

The law needs the continuation of "Loco Parentis" Our family institution is inundated with social woes-drugs, teen pregnancy, and gangs, that are plaguing our cities and communities. Many of our families are now forced to be headed by guardian grandparents, foster parents, etc. That is why "Loco Parentis" became so vital to parent involvement programs. There was no one to speak for our children.

2. Schoolwide Project is a means of combining funds to upgrade the entire educational program. In a school with state and local funds on the decrease, we urge close ongoing monitoring and scrutiny on the schoolwide project to make sure that the identified educationally deprived children are receiving their fair share and that they not be allowed to slip through potholes (cracks). We would further like to recommend that the poverty level criteria remain at the present 75%. A constant lowering of the formula could encourage supplanting and thus result in a degeneration to general aid.

3. Student Outcomes and Assessment. The state should establish clear and concise standards for all children that encourages them to reach higher goals. We believe that all children can learn and must be given the opportunity to perform to their highest expectations. We further do not feel that standardized tests should be the only measuring stick for student performance. We support the concept of a portfolio on each student's performance where the data would come from a variety of sources. We do not endorse minimal anything where our children's future is at stake.

4. Program Improvement—We wholeheartedly support program improvement with the urging that all program improvement plans be incorporated in the overall school improvement plan in cooperation with administration, school staff and parents.

5. Staff Development—The development of a comprehensive staff development program for the total school is essential. Parents must be included and this should be on a continuous basis with measurable outcomes.

6. Funding. We recommend full funding for Chapter 1. The funding should be based solely upon poverty measures and then utilized exclusively for educationally deprived students throughout the entire country. we cannot endorse taking money from a few "Peters" who are in need to give to many Pauls" who are in need. That, in our opinion, would be inhuman.

7. Commission of Practitioners. We have not to this date seen a significant number of parents on these committees. It is as if parents are token participants. I recommend that a number or percentage of parents to be included in the law for this committee.

In conclusion, Mr. Chairman, we'd like to thank you for your unflagging support and dedication throughout the years for the struggle to provide quality education for all children. We urge you to share parents' concerns on the congressional floor. We take the struggle of parental involvement serious and we are praying for our concerns to be included in the law. We recognize that It Takes An Entire Village To Raise A Child.

PREPARED STATEMENT OF VALERIE LYLE

Each year greater demands are placed upon the classroom teacher—new curriculum must be introduced, new instructional methods must be utilized, technological innovations must be implemented, and students increasingly become harder to motivate. Providing funding for new computers and other technological advances is not enough. Too often teachers lack the skills and training to effectively and creatively utilize technology as an instructional tool. Mandating curriculum changes and assessment procedures is not enough. Without proper retraining and a clear understanding of how curriculum modification corresponds to State and National goals, teachers experience frustration and confusion.

In order to keep pace, the classroom teacher must be provided with innovative professional development opportunities which directly correspond to State and National goals. To be truly effective, professional development opportunities should be research-based, field-tested, and provide a means of on-going teacher support.

The television stations of WSIU/WUSI, in partnership with SIITA (Southern Illinois Instructional Technology Association) and in cooperation with area educators have offered two excellent examples of site baked systemic staff development initiatives. The NTTI, National Teacher Training Institute, and Mathline's Middle School Project provide teachers with hands-on training in the effective and creative use of television, video, and electronic technologies. In addition, teacher participants in these staff development opportunities receive binders of lessons which are developed and tested by Master Teachers. These lessons incorporate hands-on learning experiences which require and develop higher-order thinking skills in our students. Without the development and enhancement of critical thinking and problem solving skills, American students will not be able to compete in the global work force. NTTI and Mathline directly address and meet the challenge of our State and National goals to improve student achievement in science and math while increasing the use of technology.

The effective use of television and videos can open a window to the world and make abstract concepts seem concrete. With the use of television technology, students can watch as triangles are sheared and the Pythagorean Theorem is proven before their eyes, they can explore the microscopic world of DNA to understand genetic coding, or they can rocket into space with NASA astronauts. However, merely viewing the wealth of exceptional educational television programs is not enough. The effective use of this medium is key to the impact it may provide. Just as students must be taught to identify the author's purpose and adapt their reading style to correspond to it, students and teachers need to be taught how to modify their television/video viewing techniques.

NTTI demonstrates to teachers how they can utilize simple, yet effective, techniques to move students from passive viewers to active participants with the video. By incorporating hands-on science and math activities in the video-based lesson, students experience the concepts presented in the viewing segments in concrete meaningful ways which spark interest and enhance greater understanding of math and science.

Eighteen years ago, when I started teaching, I hated teaching science and today it is my passion. Often students enter my class with science being their least favorite subject and exit with it being their favorite. What has caused this dramatic shift in attitudes? On-going professional development experiences with hands-on science and math have created my passion for science instruction which incorporates math skills.

My on-going professional development training improved my science/math instruction to the point so as to merit my selection to serve as a Master Teacher in the NTTI program. For two years I have served on a team of 10 area Master Teachers. Together we have developed two binders each containing 30 video-based lessons which promote higher-order thinking skills in students from K-12. Master Teacher pairs modeled a total of ten video-based lessons which incorporated hands-on experiences coupled with technological instruction for approximately 80-100 teacher participants during both years of the projects.

Upon returning to their respective school districts, participants were expected to develop video-based lessons which were designed to meet the needs of their students while incorporating the techniques modeled during this professional development program. Additionally, participants were expected to serve as mentors to demonstrate these techniques to coworkers. Teachers teaching teachers, this is the cornerstone of the NTTI and Mathline projects. Professional development experiences which incorporate technology with hands-on science and math activities and provide an opportunity for teachers to learn from each other create a synergy which sparks creativity and enthusiasm. Teacher enthusiasm coupled with innovative and proven effective techniques and lessons stir the hearts and minds of students and develop their higher order thinking skills in math and science.

Of all the professional development opportunities I have experienced, NTTI has had the greatest impact in my teaching. For several years, I have performed my own longitudinal studies to compare my students' fourth grade IOWA test scores with those they obtain prior to exiting fifth grade. My 1992-93 scores in science improved dramatically from the previous year, prior to utilizing the techniques learned from NTTI. These gains are as follows:

Prior to NTTI Training	After NTTI Training
19%—2 or more point gains	48%—2 or more point gains
48%—1.1 point gains	67%—1.1 or more point gains

Although the study is too limited and uncontrolled to support conclusive conclusions, it is my experienced opinion that my NTTI training and inclusion of video based lessons were determining factors in these gains. Additionally, NTTI participants—nationwide—have also express positive opinions reflecting the applicability of the techniques and merit of this professional development initiative.

Considering the positive effect and teacher response to NTTI, PBS in partnership with the National Council of Teachers of Mathematics (NCTM), WSIU/WUSI and other local public stations, has developed a new professional development program entitled, Mathline. This innovative new initiative has the potential to be even more effective than NTTI in training teachers to effectively and creatively utilize technology in a manner which will provide on-going teacher support.

The following is a citing from the "MATHLINE'S MIDDLE SCHOOL PROJECT: A PROFESSIONAL DEVELOPMENT PROGRAM FOR TEACHERS OF MATHEMATICS, GRADES 5-8":

PBS and local public television stations are offering an academic year-long professional development program for teachers of mathematics, grades 5-8, designed to help teachers meet the demanding new professional teaching standards set by NCTM. With videos, video conferences, and online electronic communications, teachers across the country will interact with each other, with video teachers, and with master teacher mentors on issues of content and pedagogy in the teaching and leaning of mathematics. A series of 30 videos feature classroom teachers modeling teaching practices based on the NCTM professional teaching standards. The power of the Middle School Mathematics Program as an effective teacher development program does not lie in the videos alone. Each teacher-participant will be in an "electronic learning community" with 25-to-30 other participants from around the country. Each of these "communities" will have a master practicing teacher trained to serve as the group's mentor, leading teacher-participants in substantive dialogue with each other on standards-based practice. This interactive communications highway provides teachers the means with which to support each other in professional growth by sharing ideas and techniques. Asking questions, and connecting with mentors and colleagues in meaningful ways. Thus the power of the Middle School Mathematics Program is having teachers overcome their professional isolation, using state-of-the art technology to connect with each other at times and locations that are convenient.

Mathline directly targets the aims and goals promoted in the Improving America's Schools Act of 1993. WSIU/WUSI has been selected as 1 of 20 sites in the country in which Mathline is to be piloted. Unfortunately, the funding has been insufficient to develop the program nationally and implement locally. This program merits State and National support and funding! As a classroom educator, I can testify to the need for professional development programs such as NTTI and Mathline.

To obtain the State and National goals of developing students that lead the world in science and mathematics achievement, teachers need to be provided with on-going professional development which is research-based, field-tested, clearly corresponds to State and National goals, and leads to systemic change. Without on-going professional development, we will not obtain State and National goals.

With the ever increasing curriculum demands and pressures in the classroom, it is unrealistic to expect teachers to have the energy and time to be innovative and creative unless professional development opportunities are provided. On-going professional development programs which meet the directives in the Improving America's Schools Act of 1993, such as those provided in NTTI and MATHLINE, should be fully funded.

[Additional material is retained in committee files.]

PREPARED STATEMENT OF HARVEY A. DANIELS

The Missing Link in School Reform: Professional Development

While much has been said and done about restructuring American schools over the past several years, the customary measures of student progress have shown disappointingly little growth so far. Why? First of all, we must always respect the enormity this undertaking: the business of reinventing our educational institutions is a monumental and tremendously complex task, which will take (and is well worth) many years. We must not be impatient.

But a second and more remediable reason for our slow progress is that we have not yet directed enough attention to the retraining of teachers. While there has been much exhorting, cajoling, jawboning, and even threatening of teachers to get better, there have been surprisingly few resources devoted to actually helping them change what they do, to become more effective and powerful in the lives of children.

Given all the passion and furor around school reform these days, how could teacher retraining possibly have been neglected? One problem is the mechanical and simplistic model of school change that seems to govern too much conversation -- and legislation -- about educational reform. There's an assumption that if we want to raise children's achievement, we focus on making structural, political, legal, economic and/or logistical changes in state or district policies. Then you sit back and wait for these macro-level changes to trickle down through the system.

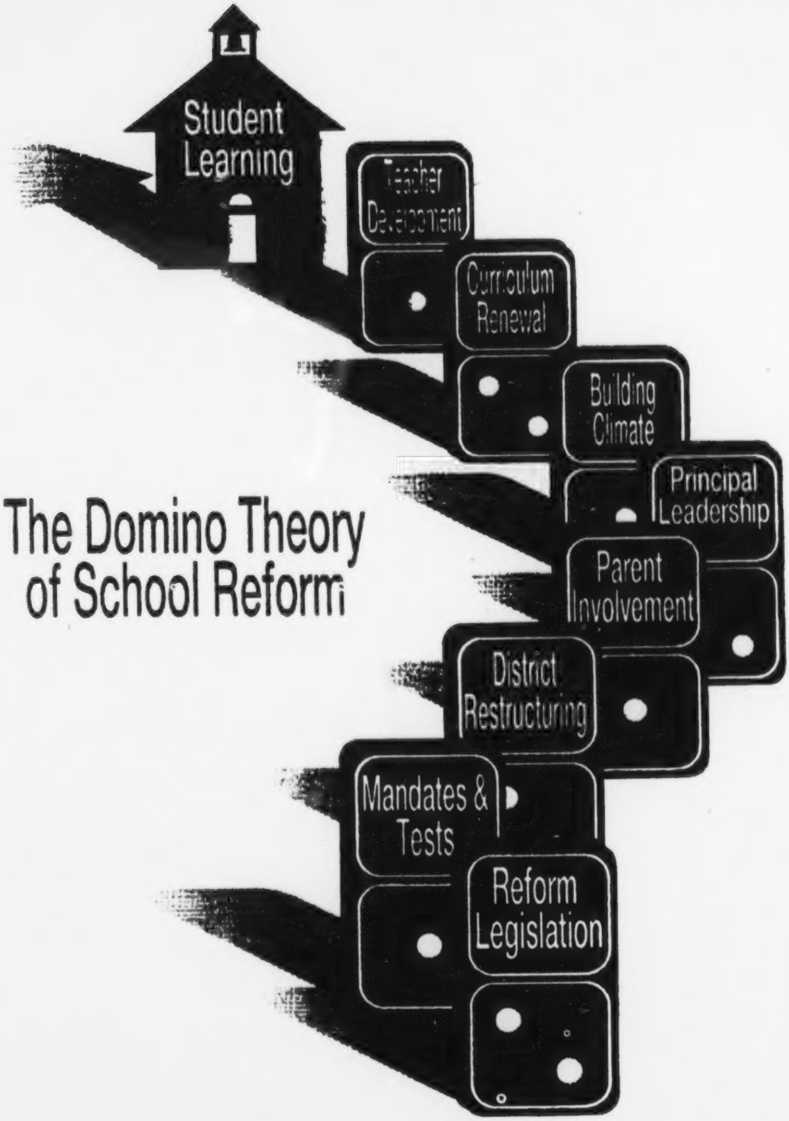
You might call this the "domino theory" of school reform [Fig. 1]. It assumes that by tipping over the first dominos in an assumed chain of causes and effects, you commence an inexorable process through which classroom-level change will eventually occur and student achievement will rise. However, as we've seen quite dramatically right here in Chicago, this model of school renewal doesn't seem to work. We have pushed over the first dominos, instituting radical, far-reaching, genuinely progressive changes in the structure of schooling in this town, with the decentralization of the system, the establishment of Local School Councils, and so forth. But as yet, as the media are fond of pointing out, the string of dominos has not yet toppled into as many classrooms as we would like.

But that is because the steps in the reform process are **not** like dominos. Certain steps may indeed need to be taken in a particular order, for example, it's hard to have curriculum renewal in a school that's not safe and orderly. But taking a first step does not automatically guarantee that a second will occur. Staying with the metaphor, this means we've got to walk up to each of these educational dominos and push them over, one at a time.

If we want real change to happen for individual kids in real classrooms, we have to go where they are and make it happen. That's where professional development comes in. All the structural, political, and governance changes have created a climate in which teachers **may** teach better and kids **may** learn more. But now teachers must be helped -- not just commanded -- to teach in new, different, better ways. The way to make this happen, as we've learned in this state and city, is through sophisticated professional training -- the final step in delivering the promise of reform.

Professional Development for School Renewal

We know what good schooling looks like. In recent years, our major professional associations and national research centers have developed clear descriptions of state-of-the-art instruction in each major teaching field. These consensus standards are outlined in our recent book, ***Best Practice: New Standards for Teaching and Learning in America's Schools*** (Heinemann Educational Books, 1993 with Steven Zemelman and Arthur Hyde). While a few controversies still simmer and some second-generation standards projects are still working, the fact remains that we now possess very workable, concrete descriptions of what good instruction consists of across the curriculum. We do not have a problem of development or research where instructional standards are concerned; we do, however, need help with dissemination.



We also know that professional development does work. Though progress on student achievement sometimes seems disturbingly slow, a closer look shows that well-designed professional development programs have achieved good results, both nationally and locally. As the Senator knows very well, the National Writing Project has delivered strong student outcomes around the country for more than 20 years -- the last three of which have been strengthened by the federal funding which he cosponsored. In Chicago, student achievement in one subject area -- writing -- is up significantly in recent years, as measured by the IGAP (Illinois Goals Assessment Program) test of writing. This gain has occurred largely because two related and very effective staff development projects -- our Illinois Writing Project and the Chicago Area Writing Project -- have delivered extensive and extended professional development training to teachers in more than 150 of Chicago's 575 schools. This subject area -- writing -- has received by far the most concerted and focused staff development effort of any content field in the past five years.

Between 1990 and 92, both local Writing Projects conducted separate research studies to determine whether our teacher-training efforts were impacting students. We looked at a total of 23 Chicago buildings and found significant gains in students' IGAP language arts scores in schools where teachers had taken our workshops. Among IWP schools, for example, score gains averaged 20% among third graders, 13% for sixth graders and 8% for eighth graders. Perhaps most impressive, these score gains were based on all student tests from each building, even though our voluntary training programs were typically attended by fewer than half of the teachers in each building.

Average IGAP Scores in Language Arts
For Nine Chicago Schools Adopting the Illinois Writing Project
Professional Development Program

	1990	1991	Score Gain	Change
Third	**176**	**220**	**+46**	**+20%**
Sixth	**189**	**211**	**+22**	**+12%**
Eighth	**211**	**237**	**+16**	**+8%**

More recently, under a grant from the Joyce Foundation, my colleagues and I at the Center for City Schools have had the resources to translate the Writing Project's very successful professional development model into several other teaching fields. Today, we offer to schools around the city teacher-led professional development projects on reading, science, math, and social studies, as well as writing. Encouragingly, the demand for these programs greatly exceeds our current supply of teacher-leaders and our logistical capacity for delivering them. By the way, when we speak of demand for these programs, we refer to requests from principals or PPAC chairs who are ready to spend some of a local school's discretionary money on such staff development programs.

Characteristics of Effective Professional Development Programs

When professional development works, we know why. Successful teacher renewal projects have several key features in common, and these are well recognized in the literature on school change (Wood, 1992; Barth, 1990; Wasley, 1991; Lester and Onore, 1990; Livingston, 1992; Zemelman, Daniels, and Hyde, 1993). In general, effective professional development programs are:

Curriculum-Centered. Too many professional development programs are generic, promising to raise achievement by addressing diffuse issues such as thinking skills or classroom management. However, the most effective programs put content at the center, focusing professional development squarely in the curriculum: on math, or science, or writing, social studies, or reading. Broader concerns such as student thinking skills or classroom management then are quite naturally covered in the context of content learning, not vice versa.

Voluntary. While it's tempting to force change teachers to change, it doesn't work. Personal choice and control are just as central to the learning process of adults as they are for children. Besides, conscripted participants can quite easily subvert a promising innovation in a school. We've learned to begin with the willing and work our way patiently through a faculty, drawing in the more reluctant teachers as they see the successes enjoyed by the early volunteers and excited students.

Peer-Led. Nothing substitutes for the credibility and expertise of fellow teachers who have implemented in their own classrooms the practices they are preaching. While outside experts, like college professors, can be useful supplements (and can help to train teacher-leaders, which is my main work in Chicago), the principal facilitators of professional development should be respected colleagues. In Chicago, it is especially important that these peer leaders be from inside the Chicago Public School system, since the teachers here perceive, often accurately, that the issues they face in the classroom are different from those faced by many suburban teachers.

Lengthy. Helping teachers to change long-standing and often cherished classroom practices takes time, and plenty of it. Our successful staff development model on writing requires teachers to attend a 30-hour workshop just for starters, and then offers them significant school-based followup time later. To train the teacher-leaders who deliver this program takes three or four times as long, usually involving a multi-week summer leadership institute followed by a school-year internship of 30 to 60 hours. Though relatively lengthy and costly, this training model does work -- it results in enhanced student achievement.

Active. In staff development programs, advice is not nearly as helpful as direct experience. Teachers need involving demonstrations, not lectures, of the new activities recommended for students. Teachers must not just hear about, but personally experience math manipulatives, peer editing groups, science experiments, dialogue journals, or other new activities themselves in professional development workshops.

Practical. Teachers want specific ideas and examples of how to reorganize time, space, materials, children, and help in their daily schedules. While such concerns are sometimes dismissed as low-level or as "mere methods," these practical issues are absolutely critical to the change process -- just as important as teachers buying into the conceptual and theoretical basis of an innovation. Of course, when programs are led by teacher-consultants who are addressing these management issues in their own classrooms every day, the practical implications of change can be dealt with quite effectively.

Standards-Oriented. In recent years, national consensus standards of Best Educational Practice have been developed by the main professional organizations and research centers in each of the ten or eleven main teaching fields. As the Senator knows, The National Council of Teachers of Mathematics has led the way in this area, and several of the other teaching fields are currently updating their Best Practice documents with grants from the Education Department. Solid professional development programs share these emerging standards and practices with teachers for their review, adaptation, translation and adoption.

Open-Ended. While good programs faithfully share Best Practices as embodied in the standards for a given teaching field, they do not mandate the how any one teacher must grow. Respecting the diversity of adult learners just as we do children, our workshops are structured to provide choices, options, and alternatives, so that each teacher can find his or her way into new practices. It is vital for professional educators to determine what is the next step for them, and then commit to a sequence of personal changes that they can believe in and sustain.

Followed by long-term assistance. While initial, intensive programs -- like workshops or summer institutes -- can get innovation started in a school or district, followup is necessary to "install" and sustain change over the long run. This continuing assistance can take many forms, including support, reading, or discussion groups, classroom consulting, seminars, retreats, or demonstration lessons.

Supported and attended by the principal. Staff development works best in buildings where the principal takes on the role of instructional leader. That means the principal:

--is a learner her or himself, joining personally in at least some of the ongoing staff development projects
--involves teachers democratically in planning the building's professional development activities
--gives teachers choices in their professional growth
--finds the funds to bring valuable programs to the school or to send teachers to important professional events outside the building
--encourages change, innovation, and risk-taking among faculty
--consistently reinforces the value of professional growth in teacher evaluations and other communications
--nurtures the growth of curricular and instructional leadership within the staff

--makes and sustains relationships outside of the building, partnerships which can feed the professional growth of teachers

Part of a building-wide change process. Professional development works best when it is part of a wider process of school community development, gradually drawing in more teachers, kids, parents, administrators and community members

The Federal Role

How can the ESEA and other federal legislation support Best Practice in professional development? First of all, we don't need lots of money to develop new models of professional development We already have plenty of patterns for effective dissemination -- such as the Writing Projects and the Best Practice Projects, which we've already discussed So the main thing we would hope for in the ESEA reauthorization is ***more funding and fewer restrictions*** for the dissemination of the proven professional development programs we already have We would like to see the ESEA:

Increase the earmarking of funds for professional development. If we really believe that staff development is the last link in the chain of reform, that it is the activity which brings improved instruction to classrooms of children, then the Elementary and Secondary Schools Act itself should say so explicitly As things are currently constituted, various ESEA programs permit but do not guide or mandate the proportion of funds allocated to staff development For example, one Chicago school with whom we have worked closely has about of $650,000 in ESEA funds to spend this year, of which only $750 is officially earmarked for staff development Now this school's principal, like other sophisticated leaders will in fact spend far more than that amount on professional development, but the programs should signal more strongly the centrality of teacher retraining as a use of federal funds

Open up the Eisenhower Math and Science program to other curriculum areas. We applaud the administration's plan to create a new Eisenhower Professional Development Program that would support precisely the kinds of intensive, long-term professional development programs I've just described -- and, very importantly, would extend this assistance to all the core academic subject areas Here in Chicago and Illinois, for example, our Best Practice Project stands ready to provide just these kind of services in reading, writing, and social studies, as well as in math and science. Further, we would hope that some of these expanded professional development funds would be set aside for *peer-leader training programs*, so that the requisite corps of teacher-consultants can be prepared to lead these vital, but complex staff development efforts

Support school-based professional development The last few years of reform has unleashed a pent-up hunger for professional development among teachers, especially in Chicago. For example, during the ten years preceding our local reform, the Illinois Writing Project conducted only about a dozen of our programs in Chicago Public Schools, despite vigorous efforts to sell the system on doing more At one juncture, the Board actually declined to receive $70,000 worth of free workshops under a grant we had received. Since reform began, the two local Writing Projects are now averaging more than 20 full programs each year. What's the difference? Decentralization. Today, using their own Chapter 1 funds, individual school faculties, acting through their Professional Personnel Advisory Committees, seek out, investigate, adopt, evaluate, and pay for their own professional development programs, the ones they want for their own buildings. Therefore, we strongly advise that ESEA professional development funds -- whether in the Eisenhower or other programs -- be directly accessible to school buildings and faculties, rather than having to be administered through central or subdistrict offices.

Encourage dissemination partnerships. A special pool of federal funds should be set aside for demonstration projects that enact professional development partnerships -- among schools within a district, or schools across district boundaries, or combinations of institutions such as universities, professional or subject-matter organizations, or community agencies. This need for voluntary and purposeful networking is especially critical in large systems like Chicago, where extra help is often needed, and where bureaucratic gerrymandering too often supersedes functional groupings. Our own teachers-training-teachers model, for example, was developed in and is sustained by a long-term, respectful, and balanced partnership between a university and a voluntary network of schools within a district. We have used private foundation grants, university support, and individual schools' discretionary funds to build this model, but we could have extended its reach much further with federal support.

Increase flexibility. As you know, federal education programs are famous for their categorical restrictions, which sometimes severely limit the way professional development gets done within a school. We realize that these rules were devised to ensure that special funds benefit the most disadvantaged children, the ones who have in effect brought the money to the school. The problem is that school improvement is a profoundly organic, systemic, community process within whole school buildings. Policies which mandate segregated staff development for different teachers depending on the official categories of children they happen to serve works directly against the kind of building-wide collegiality that is a key to everyone's advancement. So we'd join the many other voices calling for a relaxation of the ESEA regulations which stifle schoolwide initiatives.

Provide special support and latitude for cities. Chicago's ambitious school reform experiment is being closely watched all across the country. As local providers of teacher development, my "Best Practice" colleagues and I believe that this first five years has gotten off to a very auspicious start. Reform has unleashed an unprecedented wave of sincere effort at change and innovation in this city. Despite the scattered disappointments and rough spots, in virtually every school we've worked with, things are getting better for teachers, parents, and kids. In fact, for our new book on school renewal, we used stories of classroom excellence in Chicago public schools as models for schools across the country to follow. At the same time, we recognize the enormity of the task before us and realize that we will need another decade at least to carry it through.

Conclusion

The gravest recurrent problem in American education is our national tendency to dance away from reform before it can happen. Instead of letting change take root and mature, we panic and pull the plug. Then, of course, we look back later and say "we tried reform before, but it didn't work." But what really didn't work was **us**. We gave up too soon, lost our patience, got hungry for a novelty, lost our resolve, or simply chickened out.

We cannot let that pattern recur now. In Chicago, in Illinois, and around the country, we are working to replace a huge, ossified and partly dysfunctional school system with something different and better, but it is going to take some time. Indeed, given the sheer size and complexity of the obstacles we face, you could say that reform is off to an amazingly fast and promising start.

And now, everyone involved must simply stay the course. This means all of us: legislators, taxpayers, business leaders, community organizations, teachers, parents, principals, and kids. If we all nurture this tender young sprout of school reform for a few more years, it will show us more glorious blossoms in the years ahead.

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STATEMENT OF CROSS CITY CAMPAIGN

We appreciate the opportunity to present written testimony to Senator Simon. We are extremely grateful that the Senator has committed so much of his and his staff's time to this important issue. We in Illinois are especially indebted to Senator Simon for his leadership in public education and, in particular, to the critical educational issues affecting low-income urban and rural students.

The Cross City Campaign for Urban School Reform is a multi-racial network of veteran reformers: educators, community based activists and grassroots organizers, labor, policy makers, researchers and funders committed to radical transformation and improvement of urban public schools. We are now working in Chicago, Denver, New York, Philadelphia, and Seattle and expect to be working in Los Angeles soon.

We and other groups in Chicago have been studying the proposed reforms to Federal Chapter 1 for many months. We believe that Congress has the opportunity to make bold reforms to Chapter 1 that can be the catalyst for badly needed systemic reforms in schools that serve large numbers of poor students.

The Federal Chapter 1 program should be consistent with the notion of local control, the development of the staff which serve the children living in poverty, and the integration of services necessary to prepare children living in poverty to succeed in school and beyond. Two of the most important reforms are expanding schoolwide projects and targeting Chapter 1 funds to low-income schools.

We know from our experience with State Chapter 1 funds just how crucial it is for schools to have the flexibility to use Chapter 1 funds to support whole school change that benefits all children. We have appended some information to this testimony on how the Chicago principals and local school councils budgeted their State Chapter 1 funds in 1993. (The schools did not receive their 1994 allocations and rollover from last year until January, 1994 and so the 1994 numbers are still preliminary). From this data, you can see that schools are spending their precious dollars on the kinds of programs most of us would agree are important for school improvement. Unfortunately, too much of their State Chapter 1 dollars are being used to pay for programs and staff that had previously been part of the basic program (such as 1,800 teacher aides) but were cut because of severe financial shortfalls. In other words, much of these supplementary dollars are being used to supplant basic programs.

Federal Chapter 1 dollars should be used to fund supplemental educational programs for low-income children. This program should recognize the extraordinary impact which high concentrations of low-income children have on the learning environment of a school. As such, Chapter 1 dollars should be targeted toward those schools with the greatest concentration of low-income children.

Positions:

Principle 1: Concentrate Dollars Where Poverty is Highest

Chapter 1 funds should be targeted to those schools with the greatest numbers of low-income children.

a. **Concentration Grants.** Chapter 1 dollars should be allocated to school districts with the highest concentrations of low-income children. One way to achieve this goal is to shift more money from basic grants to concentration grants. Toward this end, the Administration's bill proposes allocating 50% (current law gives 10%) of Federal Chapter 1 funds to school districts through concentration grants.

b. **School Districts as Unit of Analysis.** Federal Chapter 1 dollars should be allocated based on the concentration of poverty in school districts rather than counties. As proposed in the Administration's bill, the threshold of (low-income) eligibility should be increased to 18% of the student population (current law is 15%).

c. **Improved Poverty Measures.** The ultimate goal should be to allocate Federal Chapter 1 dollars directly to individual schools, rather than districts, on the basis of the poverty level of enrolled children. A school poverty measure should be developed that allows more frequent adjustment than the decennial census counts and which corrects for the under-representation of low income children in the census.

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d. Allocate Funds to Schools with Highest Poverty. The amount of Chapter 1 funds that a school receives should depend upon its concentration of low-income children. The Administration's proposal to first allocate dollars to schools which enroll at least 70% low-income children will help achieve this goal.

Analysis: The Federal Chapter 1 program must recognize the extraordinary impact that high concentrations of low-income children have on the learning environment of a school. As the Independent Commission notes, studies show achievement gaps between schools with high concentrations of students living in poverty and schools whose students are not majority low-income. Concentration grants were designed to target additional dollars to high-poverty areas because children who live in and go to schools in areas of high poverty are at greatest risk of educational failure. Shifting a higher percentage of Federal Chapter 1 dollars into concentration grants will go a long way in targeting more money to the most needy children.

Further more equitable and accurate measures of poverty must be developed. First, the current use of counties as the units of analysis for determining the level of poverty, and thus, the amount of money a school district receives is too broad. Second, the current formula used to determine who is low-income, free lunch and AFDC data does not provide an accurate count of the numbers of people who are low-income. Using the free-lunch count only may be inappropriate since it captures too many children at the elementary level and too few children at the high school level. However, use of census data and AFDC counts as measures of poverty undercounts the number of low-income children and often fails to account for low-income Latino children.

Comments: Some members of Congress have opposed the Administration's proposal to target more Federal Chapter 1 dollars to areas with the highest concentration of poverty because it means that some school districts may not receive as many funds. However, if the Federal Chapter 1 program is to make meaningful change in the education of children living in poverty, the Administration and grassroots organizations must continue pushing Congress to target the dollars to the neediest areas.

Principle 2: Schoolwide Change

Schools should have the flexibility to use Chapter 1 funds to support whole school change that benefits all children, including low-income children.

a. Schoolwide Programs. All schools in districts that receive concentration grants should be able to implement schoolwide projects.

b. Monitor Outcomes. We must stop labelling children and monitoring exactly which children benefit from Federal Chapter 1 dollars and, instead, require school-wide improvement as the avenue to achieving desired student outcomes.

Analysis: The current law forces schools to spend an inordinate amount of time ensuring that Federal Chapter 1 dollars only benefit certain students. By eliminating targeting requirements, schools can move away from pull-out classes and watered-down curricula. Further, children will not be stigmatized and removed from their regular classes. We must ensure that schools improve the education of their most needy children, but we must also allow schools to achieve this goal using best educational practices.

Comments: The current law only permits schools with 75% or more low-income children to develop schoolwide programs. The Administration's bill moves in the right direction by proposing that schools with at least 50% low-income children be permitted to implement schoolwide programs, which would enable many more schools to develop more innovative and integrated Chapter 1 programs. However, the bill would still require schools with less than 50% low-income children to target dollars only towards students at risk of failing, which may perpetuate the problems of stigmatization, and watered-down curricula in those schools.

Principle 3: Equity

States must assume primary responsibility for equitable and adequate education funding so that Chapter 1 funds may really provide supplemental programs for low income children. All children must be guaranteed educational programs with equitable and adequate resources.

a. Opportunity to Learn Standards: States must identify the level of basic funding sufficient to provide an educational program that will enable students to meet challenging student outcome standards. States must then insure that schools have the sufficient basic funds available, so that Federal Chapter 1 funds supplement adequate basic funding.

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Each school must develop and implement an improvement plan to provide the kind of quality education that will lead to the desired student outcomes. Further, they must assess whether they are implementing the plan and assess its impact on student learning, and they must revise the improvement plan based on their on-going assessment.

States and school districts must insure that each school is developing and seriously implementing a school improvement plan. Further, states and school districts must assess: (1) the extent to which adequate funding is available to each school to provide an education that will enable students to meet the expected outcome standards; and (2) the extent to which the school is implementing practices that, based on current research knowledge, shows promise for leading to desired outcomes. States and school districts should not be required to mandate particular educational practices, but rather to provide assessment feedback on whether promising practices are being implemented.

b. **Federal Role in Finance Equity**. The Federal government should play a role in ensuring finance equity among and within states through means other than sanctions that affect low-income children. The federal government should also fully fund the Federal Chapter 1 program.

Analysis: The purpose of the Federal Chapter 1 program is to provide extra education dollars for low-income students. The independent Commission on Federal Chapter 1 correctly stated that:

> Chapter 1 has been based falsely on the premise that funds and services provided to school districts from state and local sources are "comparable" and that federal assistance is a supplement. The premise is faulty because state fiscal inequity is so pervasive as to render this notion of a level playing field fiction. Many studies show widespread disparities among poorest and wealthiest districts in states with regard to learning conditions.

Indeed, the Chicago public schools' basic educational programs are stripped to the bare minimum; many schools must function without books, paper, science labs, and appropriate student-teacher ratios. Thus, all children do not start out with a level playing field. Children in underfunded school districts will have a difficult time achieving high standards if their schools are not equipped with basic services.

At the same time, schools must be given flexibility in deciding how best to employ their available resources. States should be required to provide each school with sufficient funds to provide a level of services adequate to enable all children to reach desired outcomes while allowing the school flexibility in determining exactly what services to provide to children with their resources.

Adequate opportunity goes beyond resource issues. Adequate opportunity-to-learn standards must address whether students are receiving an actual day-to-day learning experience that shows promise of enabling them to attain the levels of achievement expected. Our position on opportunity-to-learn standards spells out a strategy for pressing schools to provide such a high quality learning experience without establishing uniform mandates about what specific practices constitute an adequate opportunity to learn.

Comments: The Administration's bill stresses the importance of setting high standards for **all** children and holding schools accountable for children making progress toward these standards. Yet, the Administration fails to ensure that all students are given the resources they need to achieve those high standards. **Requiring low-income children to meet high state standards while denying them the basic tools they need to face that challenge is not acceptable**.

Principle 4: Eligibility

Students and schools should be eligible for Chapter 1 funds based only on poverty, not on test score performances.

a. **Poverty, Not Test Scores**. The Administration's proposal to eliminate test scores as a basis for determining students eligibility is an important reform that will help eliminate many failings of the current program, including disincentives for improvement, stigmatization, and lowered expectation of low-income children.

b. **Eligibility for Programs.** Low-income bilingual, disabled and other special needs students should be included in Federal Chapter 1 programs. In other words, eligibility for other programs should not prevent participation in the Federal Chapter 1 program, and as recommended in the Administration's bill, these programs should be better coordinated.

Analysis: Allocating Federal Chapter 1 dollars to schools based on the number of enrolled low-income children rather than the number of children who perform poorly on test scores will eliminate a number of serious flaws in the current law. First, as many educators and advocates have noted, the current law creates a perverse disincentive for improvement as schools lose money as student performance improves. Second, tying the amount of money a school receives to test scores has resulted in many special needs students being shut out of programs since they did not take the standardized tests and/or because they participated in other federal programs. The Administration's bill would eliminate this discriminatory effect and allow low-income bilingual and disabled children to fully participate.

Comments: The Administration's bill would require schools with 50% low-income children or less to focus their Federal Chapter 1 programs only on children identified as failing or at risk of failing ". . . on the basis of multiple, educationally related, objective criteria." This provision would prevent schools with 50% or fewer low-income children from using Federal Chapter 1 dollars for whole school change, and may serve to perpetuate pull-out programs.

Principle 5: Authority at the Local School

The Chapter 1 program should be structured to support decentralization, local school based management, shared decision making authority, and systemic educational reform at the school level.

a. **Local School Authority.** Authority for school improvement planning, curriculum, instruction, and assessment should reside at the local school, with support, technical assistance, and oversight provided by the local education agency and other intermediaries.

b. **Decision-making Role for Parents.** Parents should have a formal decision-making role in the development, approval, and implementation of school-wide improvement plans, school budgets, and other school-level plans developed in connection with Federal Chapter 1. In schools that already have a parent-majority local school governance body in place, these bodies should perform these functions. In schools that do not have such a body in place, a Parent Council, elected by all parents in the school, should play this decision-making role.

c. **Parent Resource Centers.** There should be parent-run Parent Resource Centers that provide information and training to parents and local school councils.

Analysis: Democratic control of local schools is essential for systemic school reform. Decisions about curriculum, instruction, assessment, personnel, facilities, professional development, and budgets are most effectively made at the local level. Governmental bodies tend to say that schools should have authority and flexibility to use funds but then carve out areas where mandates come from top-down based on fears that local school educators and parents will not make wise decisions.

Comments: The Administration's bill strengthens present parent involvement by providing that if a school has a process in place for involving parents in planning Chapter 1 programs, and that process includes adequate parent representation, then that process should be used. This recommendation should be strengthened by stating that the process that is used should give parents clear decision-making authority, rather than advisory input, reflecting our position statement above.

Principle 6: Professional Development

A significant investment in professional development is essential if systemic reform that improves education for all children is to be developed and sustained.

a. **Site-based.** We support professional development that is planned and implemented at the local school site and is integral to the overall school improvement plan.

b. **Local Decisions.** In schools with local school decision-making bodies, the school improvement plan, including the plan and budget for professional development, is determined and approved by the local school council.

c. **Increased Funding.** We support increased funding for Federal Chapter 1 so that educational programs for young people and professional development for teachers are fully funded.

d. **Setasides.** We support insuring professional development as an integral and ongoing activity at every school by requiring that a percentage of Chapter 1 funds be set aside for professional development:

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- Directly tied to the curriculum and instruction plan at the school.

- Concentrated on the teaching staff (75% of the setaside), but also available to other adults, including parents and community members in decision-making roles, whose work at the school directly affects the education of children.

Principle 7: Standards

All children can meet high standards and expectations for academic achievement, work, and participation in community life.

a. **State Standards.** We support the state's role in setting broad standards which will create high expectations for all children.

b. **Development of Standards.** Local school educators and parents should have a formal role in defining state standards to ensure that the standards reflect diverse cultural and demographic backgrounds.

c. **Broad Standards.** In addition to student achievement, standards should be set for other national education goals relevant to Federal Chapter 1, including "School Completion" and "Safe, Disciplined, and Drug-Free Schools."

d. **Local School Standards.** We support the role of the local school in setting specific standards for content and performance. In addition, we believe that standards should be set not only for students, but also for the schools that educate them and the school districts and states that support and aid this educational process.

Analysis: Freeing children in low-income communities from lowered expectations and watered-down curricula is an action long overdue.

The question becomes what these standards for all children should include. The process for developing state standards must include input from people with diverse demographic and cultural backgrounds. Further, state standards should not be limited to the academic learning of students. They should address other relevant national goals, as indicated above.

Principle 8: Assessment and Accountability

The primary purpose of assessment should be to aid schools in initiating an improvement process that enables students to reach high levels of achievement and other key educational outcomes. Assessment should be based on the following principles:

a. **Adequate resources.** State assessment of school resources should determine whether sufficient resources are available to each school to enable the school to provide a quality educational program.

b. **Schoolwide Improvement.** State and school district assessments of the school-level school improvement process should determine whether schools are engaging in a systemic effort to improve so that all students reach desired outcomes.

c. **Range of Indicators.** Student assessments should draw on a range of assessment indicators of students' success in meeting challenging outcome standards, with a strong emphasis on gauging student performance in carrying out authentic tasks.

d. **Disaggregated Data.** Student assessment results should be Disaggregated by such categories as race, ethnicity, language proficiency, gender, economic status, and disability to insure that the improvement process is benefitting all students.

e. **Reduce Testing Burden.** Methods should be used to minimize the testing burden on students, including the use of sampling, testing at particular grade levels, and the elimination of duplicative testing programs.

f. **Range of Assessments.** Student assessments should measure not only academic achievement, but also other student outcomes related to national educational goals, including the School Completion Goal and the Safe, Disciplined, and Drug-Free Schools Goal.

g. **Tools to Improve Teaching/Learning.** One important component of an adequate student assessment program should be the development of assessment tools at the school and classroom level for use in improving the process of teaching and learning.

Analysis: While we support the movement away from paper-and-pencil tests focusing on low-level skills, we are concerned that much of the Commission's and the Administration's proposals for improving Federal Chapter 1 rest on the use of an assessment tool which has not been developed. Adequate performance-based assessment tools have not yet been fully evaluated to determine whether they will provide meaningful assessment of student and school development.

Principle 9: Enforcement - Rewards and Sanctions

States, local districts, and schools should be held accountable for whether adequate resources are being provided to schools, whether schools are implementing systematic processes of school improvement, and for whether children make progress toward state standards.

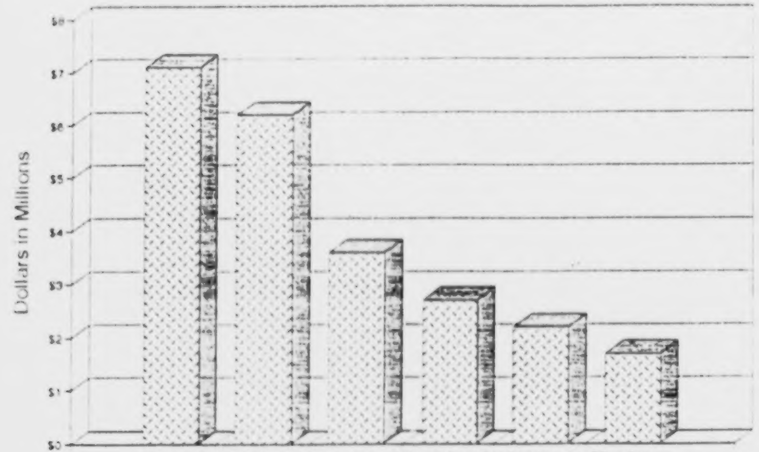
a. **Defining "Adequate Student Progress."** States and local schools should have the discretion to define "adequate progress." This definition should include measures of other school-based outcomes in addition to academic progress. Further, schools should be held accountable for demonstrating improvement against their own past performance.

b. **Time to Improve.** Before a school is identified for school improvement or corrective actions are taken against it, a school must have enough time to show progress. Whole school reform does not happen overnight. Thus, contrary to the Administration's bill, schools should be provided at least five years to show major improvement in student outcomes, provided the school is implementing systematic efforts to improve its practices. However, intervention in schools that are not making such efforts should occur after two years.

c. **Progressive Sanctions That Don't Punish Children.** If a school is failing to carry out a systematic improvement effort or to make adequate student progress, sanctions should not punish children by withholding funds. As proposed by in the Administration's bill, sanctions should include penalties against responsible adults and students attending "failing" schools should have the right to transfer to a successful public school. In order for sanctions to be applied fairly and equitably, states must insure schools have adequate resources.

d. **Private Right of Action.** Parents, and other interested citizens, must have the power to ensure that the rights of all children covered by the law are enforced through administrative procedures and the courts.

HIGH SCHOOL STATE CHAPTER 1 FUNDS
Budgeted FY93, August 25



School Expenditures of State Chapter 1 Funds

Elementary Schools

Programs	1993 Positions	1993 Allocations
Classroom Enrichment (math, science, art, music, computer)	1,251	$69,198,760
Reduced Class Size (Gr 1-8)	926	$30,419,094
School Operations (school office and administration)	723	$24,669,045
Reading	431	$20,309,829
Guidance and Health Services	200	$8,993,509
Early Childhood Education	227	$7,305,668
Professional Development/Curriculum Development	25	$4,739,035
Security Services	163	$3,943,687
Attendance	98	$3,737,684
Total Elementary School Expenditures	**4,043**	**$173,316,311**
High Schools		
Classroom Enrichment (computer, math, learning cnts.)	275.9	$12,956,928
Attendance	229.3	$7,068,053
School Operations (school office and administration)	103.8	$4,000,965
Security Services	154.8	$3,543,051
Reduced Class Size (H.S.)	100.0	$2,720,230
Guidance	52.1	$2,189,475
Professional Development/Curriculum Development	18.4	$1,974,148
Total High School Expenditures	**934**	**$34,452,850**
Discretionary Funds*	2	$16,000,691
Total State Chapter 1 Expenditures	**4,979**	**$223,769,852**

*Schools were allocated these funds without sufficient time to budget them

Senator SIMON. Our hearing stands adjourned. Thank you very much.

[Whereupon, at 11:46 a.m., the subcommittee was adjourned.]

MAKING THE TRANSITION TO SCHOOL: EARLY CHILDHOOD PROGRAMS AND PARENTAL INVOLVEMENT

THURSDAY, APRIL 21, 1994

U.S. SENATE,
SUBCOMMITTEE ON EDUCATION, ARTS, AND HUMANITIES,
OF THE COMMITTEE ON LABOR AND HUMAN RESOURCES,
Washington, DC.

The subcommittee met, pursuant to notice, at 10:05 a.m., in room SD–430, Dirksen Senate Office Building, Senator Christopher J. Dodd, presiding.

Present: Senators Dodd, Simon, and Wellstone.

OPENING STATEMENT OF SENATOR DODD

Senator DODD [presiding]. The subcommittee will come to order.

Let me thank everyone here this morning for attending, and let me share with you a few opening comments and then we will invite our first panel to join us.

I would like to welcome everyone to this hearing on the reauthorization of the Elementary and Secondary Education Act. Our discussion today is fundamentally about our children and their future. It is timely because it comes on the heels of some of the most devastating news about our Nation's children.

Last week, two different reports painted a frightening portrait of young America. Both the General Accounting Office and the Carnegie Foundation described in painful detail the rise in child poverty, the disintegration of the family, and the impact of these trends on young lives.

The General Accounting Office's report showed that the number of poor children under 6 years of age grew by more than 25 percent during the 1980's, which was supposedly a decade of prosperity.

In urban areas, including Hartford, CT, the capitol city of my State, the child poverty rate approaches 50 percent. The Carnegie Foundation painted an equally bleak picture. It found that one in four young children in America is growing up poor.

While there are certainly no easy solutions to this problem, I do believe that our schools will have to play a central role in solving it. Today, we will discuss two critical components to such efforts: transition of children and families from preschool to school, and parental involvement. I might add I have mentioned them in that order, but if I had to prioritize them in terms of importance, I would put parental involvement first.

We have heard a great deal recently about the crisis in our schools, and the crisis is quite real. What we hear less about, however, are the success stories being played out in schools all across this country. This morning, we will hear about one of those schools, the Beall School, in Rockville, MD.

The Beall School has received funding through the Head Start Transition Program and has used those resources to bring some of the most successful aspects of Head Start into the primary grades. Beall and other schools like it have succeeded because they have recognized that American society has changed and that American schools must change as well.

These schools have embraced what I see as the future of American education—a place at the center of the community. They go beyond the school's traditional role and provide an array of social services to nurture the whole child and the whole family. They seek to break down walls that separate children and parents and teachers into separate categories. They seek to draw parents, who may never have completed their own education, back into schools and back into society and, most importantly, into awareness of the educational needs of their children.

These programs are in keeping with the recommendations of the Carnegie Report, which strongly endorsed the expansion of comprehensive, seamless services for children and at-risk families. Such services are sorely lacking today in most places in this country. The Head Start Advisory Committee in its recent report on Head Start quality and expansion stated, and I quote them, that "In many communities and States, Head Start, public schools, and other early childhood programs and providers responsible for addressing the needs of young children and families operate in isolation from one another, without adequate resources, planning, and coordination."

The initiative I will introduce shortly would seek to tear down the walls separating these programs and would, hopefully, at the same time encourage more parental involvement. I am a strong backer of the notion of "parents as first teachers." I think we need to emphasize that point: parents as first teachers. The more parental involvement we can achieve, the better off everyone is going to be. So we are going to encourage very strongly parental involvement in young children's education.

Selected schools, with the help of a family service coordinator, would be able to guide families in need toward comprehensive social services as well.

The bill would also require participating schools to develop plans for communication with early childhood programs in their area. Everyone, whether they work, teach preschool or elementary school, would be encouraged to work in concert for the good of the students.

Finally, the bill would make it easier for parents to become involved in their children's education. It would encourage parent-school compacts; communication among parents, teachers and administrators; and literacy training for parents who need it. A high level of parental involvement is one of the best indicators of whether a child will receive a quality education. My bill would seek to allow more children that wonderful, wonderful opportunity.

We are going to hear today about several programs where ideas such as these have been put into practice already. I think we have a tendency in Washington to think we have come up with these ideas all on our own here. The best ideas that I have ever incorporated in any bill have been ideas that someone started someplace, and, I'm proud to say, in many cases in my own State.

What happens is that too often, those ideas do not reach many people. Here in Washington, we have the opportunity to reach a lot more people. So you are going to hear about some terrific ideas that have been put into practice, with stunning results, I might add.

We are also going to hear about how parents are already making a difference in schools across our Nation and how we can work through the Elementary and Secondary Education Act to encourage more of the same.

I certainly look forward to hearing our witnesses discuss these programs this morning, and I would like to thank all of them for taking time out of very busy schedules to be with us.

I would also like to extend a very special welcome to Barbara Toman, the president of the Connecticut PTA. It is an honor to have you with us this morning. You know what I am talking about when I speak with pride about our State and some of the innovative programs there.

Let me invite our first panel of witnesses to join us. The first panel will focus on the Head Start Transition Program, which serves as a model of good practice and the model for my legislation.

Mimi Doores is principal of the Beall Elementary School, which has a Head Start Transition program, and is a part of the Montgomery County Public School System. Montgomery County is one of 32 Head Start public school early childhood demonstration project sites.

Ms. Doores has been in the public school system for 28 years—you do not look it—I am a good politician, aren't I?—and you have been at Beall for 7 years. Ms. Doores, I understand you have a wonderful school, and you have built a very successful project, and we cannot tell you how thrilled we are to have you here this morning to share with us how this is working and any ideas you might have for our legislation.

David Wilkins, the second panel member, is accompanied today by his daughter, Diamond, whom I had the pleasure of meeting. I asked her if she knew how beautiful she looked this morning, and she said yes, she did; there is a woman who knows herself. They bring us this morning the most valuable kind of testimony, and that is their personal experiences in the Beall Transition Program. David, I look forward to hearing your testimony this morning and am pleased that you have brought your daughter with you.

And Diamond, we are pleased that you are here with us this morning.

The last witness on this panel, Tom Schultz, is the director of Early Childhood Services at the National Association of State Boards of Education. He recently served as chairman of the subcommittee on continuity with schools, on the Head Start Advisory Committee, and we thank him for his efforts in that capacity. Mr.

Schultz brings a great depth of knowledge to this hearing, and I look forward to listening to your remarks as well.

So we thank all of you for joining us here this morning. I have turned the clock on up here only as a guide. I will let it run for about 5 or 6 minutes, and please, use it as sort of an indication to try to wrap up; otherwise, we do not get to the questions as quickly. And of course, all of your testimony as well as any supporting data or information you think will be worthwhile for us to have, we will make a part of the record as well.

Before we begin I have a statement from Senator Hatch

[The prepared statement of Senator Hatch follows:]

PREPARED STATEMENT OF SENATOR HATCH

I appreciate the fact that the committee has singled out early childhood education and parental involvement for examination during our series of hearings on the Elementary and Secondary Education Act.

The recent findings of the Carnegie report underscore what I believe we have known instinctively all along—that young children are impressionable and that their environment makes a significant difference in their learning. Children learn best in a supportive environment, which includes early childhood education programs and parents involved in their children's education.

Many communities and schools across the nation have rediscovered the tremendous resources and support parents are able to provide to schools. More importantly, the time taken on the part of parents to demonstrate to their children that they are interested in what their children are learning and how their children are faring in their studies is well invested, yielding great returns. Children often respond by applying themselves even more, taking pride in their accomplishments, and sharing their new skills with other children.

The effort by schools to make parents feel welcome and valuable in the education of their children is a tremendous tool. Parental support for schools can inspire children, assist in creating a disciplined atmosphere for learning, and help in our fight to make our neighborhoods safe again. If we are to rid our communities of the scourge of crime and drugs that rob our children of dreams, ambition, and success, we must bring all our resources to the table, and we must encourage a greater partnership with parents.

I applaud the efforts of the schools testifying before us today for their success and innovative efforts to evoke greater support from and participation by parents. Many of the schools in Utah have experienced similar success. Lincoln Elementary School of Salt Lake City, for example, has made herculean strides in developing before- and after-school programs to extend the learning opportunities of their students and to provide them with a safe place where they can explore. They have had to rely on the volunteer efforts of parents, the community, and local business leaders. The vision and leadership of Lincoln Elementary School's Principal Sherianne Cotterell has provided many at-risk youth with hope and some basic tools to make their dreams come true.

But, the success of any individual student begins at home. Parents who spend time with their young children apart from organized educational settings, who show love and concern for their children, are indispensable to the learning process. We in Congress and the Federal Government can try to plug the gaps, but the fact remains that there is no substitute for that kind of parental involvement.

I thank the witnesses for their testimony, and the Chairman and Ranking Member for their leadership in this important area.

Senator DODD. Ms. Doores, we will begin with you, please.

STATEMENTS OF MIMI DOORES, PRINCIPAL, BEALL ELEMENTARY SCHOOL, ROCKVILLE, MD; DAVID WILKINS, PARENT, ROCKVILLE, MD, ACCOMPANIED BY DAUGHTER, DIAMOND; AND TOM SCHULTZ, DIRECTOR OF EARLY CHILDHOOD SERVICES, NATIONAL ASSOCIATION OF STATE BOARDS OF EDUCATION, ALEXANDRIA, VA

Ms. DOORES. Thank you very much for inviting me to meet with you this morning. As you said, my name is Mimi Doores, and I am principal at Beall Elementary School, located in Rockville, MD.

Beall draws from an extremely diverse population in terms of socioeconomic level and racial, ethnic, and cultural backgrounds. We serve 702 students from Head Start through grade 5.

Three years ago, I was approached by the director of Head Start, who asked if we would be interested in being part of a Federal grant which would extend Head Start-like services to Head Start children as they moved up a grade. We jumped at the chance. For too long, I had seen parents and students receive Head Start services which stopped after their Head Start year, just as parents were beginning to trust us.

Parent energies turned to finding new contacts and new supports. Their involvement in school dropped off dramatically. To hear that we could now continue these services to families as their children moved to a new grade level was great.

Three years later, I am amazed at what parents and staff have been able to accomplish with the support of the Head Start Transition Project and funding.

We began with the training of Head Start and kindergarten staff on the components of the Head Start program and what worked in the program. We paid particular attention to keeping parent involvement high. We discussed parent needs and what would cause a parent to withdraw from active involvement. And with that in mind, we have done the following.

We worked with the Transportation Department to ensure that parents could ride the school bus, that buses would never be filled to capacity, and that younger siblings could also ride the bus. Thus, parents always had access to school.

We planned child care with developmentally appropriate activities for children ages 2 months to early teens during every parent meeting, governing board meeting, while parents volunteered in the classroom, and at family nights out.

We talked about a welcoming environment, home visits, notes and newsletters home, and how to access help for a parent in need.

We talked to parents about what they wanted and needed not only for the child, but for their whole family.

Now we hold monthly parent meetings in the daytime, while children are in class. I have included a list of topics which I will be happy to respond to, but the list is rather long. We also hold monthly evening meetings, one of which was last night. That includes dinner for the whole family, group discussions for parents, and activities for children. A facilitator solicits parents' concerns and problems and helps parents work through them. Topics have included, for example, last night was self-esteem for parents.

We also added a family night out for Spanish-speaking families to address concerns that they had.

We send home monthly activity sheets in both English and Spanish, which help parents understand what their children are learning and to empower them to teach their own children. Parents are offered training, and the children take home a PIBS box, filled with all kind of goodies.

Senator DODD. What did you call it?

Ms. DOORES. "PIBS," or Parent Involvement in Basic Skills. It is a box filled with paper, crayons, pencils, paste, glue, scissors, whatever might be needed to do an activity at home.

Senator DODD. I would like one of those in my office. [Laughter.]

Ms. DOORES. We will see that you get one.

We encourage our parents to become members of the transition governing board, which sets the policies for how we operate. I am proud to say that 18 of our parents serve on this governing board. And the board is made up not only of parents, but of school staff, both local school staff and central office school staff, health service, community service, and community representatives. We meet monthly.

We provide each transition child five books a year to support and encourage family reading. These books contain tips for parents on how to make reading an integral part of the family day, and activities for parents and children to do with the books.

I have brought a sample of three of the books—in fact, this one, we just gave out, "Eating Fractions." Another one is, "More Spaghetti, I say," and it has a little nameplate for the child's name. And on the inside, all the books have a "parent tip sheet." And I have brought sample of "Corduroy," but this version is in Spanish, so this would go home for parents whose first language is Spanish and whose children's first language is Spanish.

Senator DODD. And there are instructions in that one as well, but they are in Spanish?

Ms. DOORES. Everything would be done in Spanish for them, yes.

We mandated that parents are invited on all field trips and are invited to all cultural arts events. These programs are funded jointly from Chapter 1, the PTA, and transition money.

We developed an articulation format where the sending teacher, receiving teacher, and parents meet to discuss plans for the child as the child moves into a new grade. The parents and the teachers share ideas and strategies to help the child succeed in school. The parent view has an equal weight with the teacher view.

Our transition nurse screens students, sets up referrals and follows up on identified problems. She provides health instruction in the classroom and at parent meetings. She gives children dental and personal hygiene items to use at home. Now we are recruiting dentists who will provide dental care to our families.

Our nurse works very closely with the family services coordinator, the teacher, and the parent to coordinate the well-care program for each child. The dental clinic in Rockville, mentors from Montgomery County Government, Lions Club, Pearl Vision, City of Rockville, and General Electric have supported our families who have dental, vision, food, or clothing needs.

We work closely with the department of social services to help parents develop and plan short and long-term goals. We refer families to single point of entry and then take them to meetings and appointments. We stay with them and give them emotional support as they work through their problems.

We continue to hold monthly training meetings for all school staff involved in the transition.

Beginning with the parents' first contact with the school, we strive to build a personal relationship which leads to trust, which leads to parent involvement in their children's success at school. Then, we truly become partners in the education of their child.

All that we do helps to remove any obstacles to that true partnership. The Head Start Transition Project has provided us the means, the personnel, and the training to develop this home-school-community bond.

Thank you.

Senator DODD. Thank you very much, and I should have noted at the outset that several people on my staff spent a morning at the Beall School, and they wanted to make sure that I publicly thank you and Mr. Wilkins for the warm hospitality with which you received them; they really enjoyed it immensely. So thank you for that, and thank you for your testimony. I will have some questions for you in a moment.

[The prepared statement of Ms. Doores may be found in the appendix.]

Senator DODD. David, thank you for coming.

Mr. WILKINS. Good morning. My name is David Cardell Wilkins, Sr. I currently live in Rockville, MD with my wife, Diane, and our two children, Diamond, age 6, and David, Jr., age 3.

My daughter Diamond began Head Start at Takoma Park Elementary School in Takoma Park, MD in September of 1991. My family moved to Rockville in November of 1991, so Diamond completed her Head Start education at Beall Elementary School.

The teachers and staff at Takoma Park were supportive and very friendly, so we hoped that this would continue at Beall, but did not know what to expect. My wife found the staff at the Head Start office efficient and very friendly. The staff informed her step-by-step as to her responsibilities and theirs to enter diamond into school.

In no time, a home visit was scheduled, and Diamond's new teacher and teaching assistant were knocking at the door. The home visit allowed the teacher to see Diamond in the type of environment she lived in, to get a feel for my wife and me as parents, and to give them the opportunity to test Diamond in the comfortable environment of her home.

Diamond was excited and felt at ease with her teachers, so she looked forward to going to her new school. We learned about parent classroom participation, field trips, workshops and more. During the school year and on many occasions, I had the opportunity to volunteer in Diamond's classroom. Her teacher and I became very good friends and still are.

I enjoyed helping to teach and interact with other children and Diamond. This made me feel important and needed as a parent. I was a very important part of the classroom because not many children had fathers in the home, and they looked forward to interacting with a "classroom dad."

The parents attended nutrition, health, parenting, financial, and educational workshops as well as field trips, together. The parents and children were from all different nationalities and backgrounds. We could barely understand each other's English at the beginning of the school year, but quickly shared knowledge, skills, social activities, and children.

Near the end of the year, we were all speaking each other's language and were like one, big, happy, international family. We all still care very deeply for each other and each other's children. We always chat, smile, and talk about those days and our children when we pass in the grocery store, parks, etc.

We ended the year with a big picnic. It was a happy, yet sad, occasion. My wife and I received recognition certificates for our volunteer efforts. We never expected recognition because Head Start has given so much to our family already.

During the transition time, we lost old friends and gained new ones. The classrooms were bigger and had more children. It was easy to get lost. Beall Elementary gave to us educational assistance for Diamond through Chapter 1 services. Head Start Transition gave us a family services coordinator.

A family service coordinator is to provide support services to the Head Start families, but this is an understatement. The family service coordinator is a mother you never had, a link to your family that you need to have. She is the missing piece that brings love back into your family and gives you a purpose in life. She is able to relate to you on all levels, regardless of whether you are black and she is white, or you are Hispanic and she is black, or whether you are Jewish and she is Catholic, whether you are on public assistance or are employed and making $30,000 a year.

Through Head Start Transition funding, the coordinator supports you with love, clothing, shoes for your children, a ride to medical appointments, social services, work, to court, the unemployment office. They do not just take you there and drop you off. They are there, beside you, if you need support. Most of the time, they know when you need support without even asking.

The coordinator helped my wife and me work through marital difficulties, helping to make our bond and our family much stronger. I could go on forever. The coordinator's strength and determination rub off on you, and you begin to do things without even realizing it. Sometimes you feel like you need to pay her out of your own pocket, or figure out a way to give something back. But you know if you keep on moving on, and can 1 day stand on your own two feet without her help, she will feel that her job has been well done and that she has received her pay.

My family coordinator has been and will always be very special to us. She always goes beyond the call of duty, and we love her dearly. I must mention her name. Her name is Gaye Monaghan, and I want the record to reflect that.

We have monthly family night out, where our coordinator or other staff provide transportation for the family to school, provide dinner, babysitting, and the parents have our own support rap session. The children get to play together, and the parents get to meet one another and socialize and share the joys and challenges of parenting.

I like to come early to the family night out often, to help set up for the families coming, serve food, or stay late to help clean up. In our rap sessions, the parents would get into a circle and would talk about the concerns we have about our children. I really enjoyed this because it has helped me and my wife to see that other parents share some of the same concerns that we have. We also get to share and receive suggestions from staff and other parents.

As the year progressed, more parents opened up and were not afraid to talk about their true feelings. This made the group very special. At the end of the kindergar10 year, we had a family day picnic and mini camp workshop session, where we all had fun and learned a great deal.

Even today, the entire transition staff and Beall Elementary School staff open-heartedly support our family. It is because of this school-home-community relationship that we live in harmony, educational, and cultural peace.

Diamond has a great attitude about school, her teachers, and her community. She still has to visit each teacher periodically, to give them a Valentine's Day card and each a present during staff appreciation week. It costs us, but it is worth it. No one from the outside could tell that our Diamond was from a low-income home. She ranks educationally and socially with the rest of her class.

I would also like to say that when we came into Head Start, neither I nor my wife were working; now, we are both employed and off of public assistance. I thank Head Start Transition.

Thank you for your time.

[The prepared statement of Mr. Wilkins may be found in the appendix.]

Senator DODD. David, that was excellent testimony and very, very worthwhile, too, in terms of detailing how all of this links together. And let me commend you for your efforts as well in making this work as well as it has. Obviously, it takes parent involvement, and you have put in a tremendous amount of time, and that is a terrific example for others.

And I have a sense that Diamond is probably very, very proud of your father. Aren't you proud of him, Diamond?

Ms. WILKINS. Yes.

Senator DODD. I thought you might be.

Gaye Monaghan is here today, and Gaye, we thank you immensely. You are a fine example of how this all can work. Obviously, I can write bills, and we can pass appropriations, and we can write all sorts of wonderful language. But if there are not people to make it happen, it does not happen.

The terrific news is that you are doing what you are doing. And we are very lucky that there are a lot of people out there like you doing what you do every day, and too often those stories do not get told. So I thank you for your efforts.

And David, you are very generous to speak as glowingly and as lovingly as you did about Ms. Monaghan and her work. So thank you for coming this morning, and I will have some questions for you in a minute or two.

Mr. Schultz, we thank you for being here. You have had many years of work in this field, and I saw you watching intently as David was speaking. It must warm your heart to see a lot of these ideas that you have talked about in the abstract working so well.

Mr. SCHULTZ. Thank you very much, and I am ready to move my family to Rockville.

Senator DODD. Yes, I think we all are.

Mr. SCHULTZ. Well, it is an honor to have the opportunity to speak with you this morning on issues that I have worked on for some time.

I work at the National Association of State Boards of Education, and our members around the country put a lot of time into two primary difficult tasks—designing high-quality early childhood programs beginning at the prenatal period and working on up to the preschool years, and then trying to organize school improvement initiatives that will make the schools welcoming and engaging places for youngsters and for children.

To perhaps take off on the earlier panel members, my charge in some ways is to step back a bit from this example and ask how typical is the Beall School in its practices and policies, and how can we create conditions so that more schools can operate in the exemplary way that it does.

For the last 2 years, I have been engaged in a case study research project of exemplary early childhood programs in seven communities around the country, funded by the Office of Education Research and Improvement. Part of our visits to each of these programs involves sitting with staff members and directors and asking them, "What is it like when your children come out of your early childhood center and move into the public schools?" And we also ask that about the experience for parents.

What I would like to do is cite a couple of quotes that I think typify the pattern of response to those questions. The first is from a Head Start teacher at the Child Development, Incorporated agency in Russelville, AK. This is how she views that typical transition. She said, "We try to stir up the love of learning in children, and hopefully, it transfers. But I have seen some children who are turned off to learning in kindergarten. In Head Start, we talk and interact and work with the kids in activities. But in some kindergartens, the rules are still' sit in your assigned seat, keep quiet, and do your work.'"

I think in too many instances, what is happening in the transition is that children who are turned on to engaging developmentally appropriate forms of learning in their preschool and child care centers are somewhat stymied when the come into kindergarten and primary grade programs which have an orientation that is less responsive to the needs of young children.

To back up my quote, there is some data from a recent, careful observational study that was done by the Department of Education, looking at preschool classrooms and kindergarten classrooms, and they found the following kinds of discontinuities in the practices in those two settings. What seemed to typify pre-kindergarten classrooms was bringing in teacher aides and parent volunteers so there is an average of one adult to work with each group of about nine children. In the kindergarten setting, unfortunately, what they observed was a ratio of 16 kids to each teacher, so there was much less opportunity for the individual attention that we know is important to young kids.

Similarly, rating teachers on a scale of adherence to the principles of developmentally appropriate practice revealed much higher quality in the preschool setting, whether that be Head Start or child care, than was typical in the kindergarten classrooms that were included in this study.

Let us now turn to the picture for parents. Here is a quote from the late Barbara Shaw, who was the executive director of the Parent-Child Development Centers in Oakland, CA, about the parent involvement picture. She said, "Many of our families move from being curious to attending meetings, from being involved in an activity to taking a leadership role, from being an advocate in our community to going before the State legislation to support a bill. But after they lave us, there is often a total drop-off in involvement, because many public schools are not viewed as welcoming parents to engage in activities or in policy decisions or in planning. Unless you are sophisticated enough to know how policy is made at the school board level, it is hard for many parents to see what their role is. So parents become very frustrated."

Again, to turn to some statistics to back this up, in the study that I referred to earlier, they asked parents about their engagement in the prekindergarten setting and the kindergarten setting. Fifty-eight percent of the parents of prekindergarten children reported talking with teachers on a daily basis in their early childhood year. However, when the kids moved into kindergarten, only 23 percent of parents typically were able to engage with teachers on a daily basis.

Similarly, another study that looked at a sample of elementary schools found that only 50 percent of them offer opportunities for parents to serve on school committees, and only 37 percent provide parents with education workshops. While these are mandatory forms of involvement in every Head Start program, it is considered kind of an exception, unfortunately, when you look at the elementary school level.

I think that we have opportunities in reauthorization of Title I to strengthen the connections between early childhood and public school settings, so that we can promote more kinds of schools like Beall. We would offer four quick areas for attention.

One is to provide incentives for administrators of Head Start and community-based early childhood programs to work with school principals on planning Chapter 1 programs, on staff development activities, needs assessments.

Second is to use Title I resources to promote joint staff development for the early childhood staff members and kindergarten and primary grade teachers.

Third is to push the parent involvement piece through Title I, particularly to target welcoming those parents who have been most active in the Head Start and early childhood community.

And fourth is to recognize that we have to continue strong efforts to improve the core quality in Head Start and also in Title I, so that the classroom experience for youngsters is as strong as possible.

Thank you very much.

[The prepared statement of Mr. Schultz may be found in the appendix.]

Senator DODD. Thank you very much. Your testimony was very, very helpful and included some good ideas and suggestions.

Let me ask you, Mr. Schultz, and you, Ms. Doores—I have a sister who is an early childhood development teacher in Connecticut at the Fox Elementary School in Hartford, which is the largest inner-city elementary school in the State. She was a Montessori teacher at the Whitby School in Greenwich in the early 1950's, and she either ran Montessori schools or taught at them for a number of years, and then for the last 10 or 12 years, she has been in the public school system. But I wonder how much of what we are talking about here in Head Start programs is really sort of Montessori concepts and ideas, where children are being asked to do exactly what Diamond is doing right now. She is not playing; she is working here. She has her box and her crayons out. But it is not just because she is bored. She actually wants to be doing something.

So are these concepts a carryover from that, which was almost treated as some sort of bizarre educational experience back 30 or 40 years ago, and now it is becoming sort of mainstream?

Mr. SCHULTZ. I think I would agree that there is a lot of continuity in the principles of Montessori, of kids working actively with materials, developing the ability to work on their own and to have a variety of options that they are able to choose during a period of activity, rather than simply being part of a group where the teacher is saying, "All right, we are all going to do workbook page 4 now."

I think we are learning a lot as well from new studies of how young children naturally develop skills in writing, understanding of math concepts in the early years, and I think a lot of that research is helping to reinforce the notions of developmentally appropriate practice as well as the kinds of practices that were typical in many Montessori classrooms.

I think the challenge is to help teachers to be able to understand how to use these ideas and be able to implement them smoothly in classrooms and to understand how those practices are going to lead kids to the kind of academic progress that we are after.

Senator DODD. Ms. Doores, do you have any comments on that?

Ms. DOORES. I think the biggest challenge is working with staff and with parents to help understand, for example, that what Diamond is doing right now, while many of us might consider it play, for children, it is work; and to provide all kinds of materials and supplies, and to let children experiment, but also to be real sensitive to what their strengths are and to continue building on the strengths.

We cannot go around playing, playing, playing, but there are opportunities—for example, we do an awful lot of writing in kindergarten, and some would say, but writing is not appropriate. But when you the writing, which is the beginning of the formation of letters, and the letters might say, "QRSBN," but the youngster is telling you, "I went to the zoo today." And then, all of a sudden, you begin to see, "I," and "WT" for "went," and "T" for "to," and the "S" for "school," and some children are writing, "to." So we must give them those opportunities, and that is the biggest challenge, and I agree with Mr. Schultz about working with staff and helping them to understand how to manipulate all of this in a room and keep kids moving and engaged, which is very important.

Senator DODD. You have drawn me to my second question, and it is almost as if you have been peeking at my notes here. I visit a lot of these schools in the State, and the one question that I always have in my mind is—you meet with the parents, and many are all excited about what they are doing, particularly the ones who are already getting involved; and to a large extent, administrators get pretty excited about new concepts and ideas. The constituency that gets nervous about a lot of this is the teachers and the staff, because they are the ones who are there every day. It is okay for the administrators and parents to come in and go out, but if you are a teacher you are in that classroom every day. And all of a sudden there are parents who want to come in—they are well-intentioned, but they want to be involved—and you are trying to have a program. You have 20 or 30 children you are trying to manage during the day, and all of a sudden you have this explosion of new ideas and parental interest and involvement. They are being asked to juggle all of these balls. They have kids and administrators and Senators who are telling them what they ought to be doing, and when we walk out of that classroom, they are sitting with this myriad of constituencies.

How are they reacting? I will start with you, Ms. Doores. How are your teachers reacting to all of this, and what difficulties do they have in adapting? Were there some friction points, and what were they, and how did you resolve them? And maybe I am overstating the case a bit.

Ms. DOORES. No. I think you are being very accurate. When we started the transition, we had six kindergartens and two Head Start programs, with eight staff members who are all at various levels. So you determine what is the point that begins to make them uncomfortable, and you work with them on that.

For some, it is all right to have one parent in the room at a time; they are comfortable. But two or three parents—what do I do? And so you begin to ask, well, what do you have going on at this time; where are the needs in your room at this time. So you structure it so that you may have one parent working with children at a writing center, you may have another parent supervising some work at the clay table, another parent who might be supervising work at the block corner. And you talk with them about interacting with kids, talking about what they are beginning, and you become the facilitator, and you move around from group to group to group, adding support and encouragement.

It is not something that you do in 1 week. It takes a long period of time to do it, because we are talking about developing their comfort level.

Senator **Dodd**. Particularly, I would presume, with older teachers or teachers who have been at it for a while.

Ms. **Doores**. No, I am not going to add an age qualifier.

Senator **Dodd**. Do you find that some of the younger ones are just as antagonistic?

Ms. **Doores**. The one common experience we have, Senator, is that we have all been to school, and so we have a tendency to bring with us those things that we learned in school, probably from one of our favorite teachers, and we probably do not do the things we learned from one of our not so favorite teachers.

So it is helping the teacher feel comfortable working with other people in the room. Now, one of the pluses that we had was that because we were Chapter 1, many of our teachers were very comfortable working with an assistant, so to extend that to a parent, to extend that then to a new parent every day, to extend that to a new parent every morning and a new parent every afternoon. And you begin to develop this cadre of people.

I find that when parents first come in, they are just as scared as the teachers are to have the parents there. So it is building that rapport and that relationship.

Senator **Dodd**. It takes time, doesn't it?

Ms. **Doores**. A long time. It takes a long time.

Senator **Dodd**. And it has to be done right. I want to emphasize that point, and I think we will in the legislation or the committee report because I feel so strongly about it and because it is so difficult.

Let me turn to you, Mr. Wilkins, on the other side of this equation, as a parent. Now, you spoke about a lot of people who had a wonderful impact on your life, and I want to emphasize again your wonderful comments about Ms. Monaghan, who is here with us. But you have something going on inside David Wilkins, that you brought to all this, whether it was your mother or your father, grandparents, brothers, sisters, or whomever else. I sense—and maybe you are going to tell me I am wrong about it—that a lot of parents do not have this. They are nervous. Some of them have dropped out of school themselves and see the school environment as a bad experience in their lives. So when they walk back in, they have a bad reaction as they did when they left at 15 or 16.

They would like to be a part of it, but they are nervous about it. I mean, they do not know how to come forward, they do not know what to say, they do not know what to ask to do. How do you encourage that kind of a parent, who would like to be—I presume most would like to be—but are very unsure about how they ought to come forward? What can be done to encourage and then to sustain that involvement, in your view?

Mr. **Wilkins**. First of all, the teachers or the school itself need to try to make the parent feel at ease and comfortable. If that parent has dropped out or had a bad experience in school, you cannot categorize that person. You have to treat them all the same. A person who is not in Head Start, or a person who is working fulltime—you have to treat them all the same. That makes the transition a lot easier.

I was very motivated because my parents were not involved in my schooling.

Senator **DODD**. They were not.

Mr. **WILKINS**. They were not involved in my schooling. I dropped out in the 10th grade, but then I went to Job Corps and got a GED. I know that if my parents had been interested in me in school, I probably would have had a better experience. Out of 10 years of school, I probably went to eight different schools, so the moving around and juggling around was very difficult.

Senator **DODD**. You went to eight different schools in 10 years?

Mr. **WILKINS**. Yes. So I wanted it to be all right for my children, and the stability for Diamond was important to me. I knew that if she saw me involved in her schooling that she would be involved in her schooling.

Senator **DODD**. Absolutely.

Mr. **WILKINS**. She has a very good attitude with her teachers, and when it comes to homework, she is very excited when she brings her work home, and each report card, she just gets better and better.

Senator **DODD**. That is terrific. So that you think it is really important for the staff and the teachers to make the parent feel at home.

Mr. **WILKINS**. Right.

Senator **DODD**. You mentioned the home visit, too. Is that an important element to start the process, so you are not going to the school first, but the teacher or someone from the school comes into the home?

Mr. **WILKINS**. Yes, that was very important, especially for Diamond. That gives a chance for the parent to have a one-on-one and also the teacher to have a one-to-one with the parent in the home, where a lot of people are most comfortable. So that is like breaking the ice, and that was very important.

Senator **DODD**. Let me turn to my two colleagues who have joined us, and two people who care immensely about these issues as well. Paul Simon of Illinois—his name is almost synonymous with education, having chaired the committee in the House, and he has been active for his entire public career, and even before that, on educational issues. I am pleased that he has joined us this morning.

And we welcome also Paul Wellstone of Minnesota.

Senator **WELLSTONE**. Mr. Chairman, my apologies. I have just been to the doctor, so I apologize for being late.

Senator **DODD**. We thank you as well. Paul has been deeply interested in the issue since he has been here, and prior to that in his work in the State of Minnesota.

Let me turn to both of you. I have just gone through some questions with our witnesses, but I do not want you to miss the opportunity to make any comment or ask any questions you may have.

Senator **SIMON**. Yes. I apologize also, Mr. Chairman. I had another meeting I had to attend prior to this. But I would like to follow up on Senator Dodd's question to you, Mr. Wilkins. I read your statement with a great deal of interest, and what interested me was that the Head Start people came to your home.

Last school year, I visited 18 schools on the West side and the South side of Chicago, which are the poorer areas of Chicago, and asked teachers, "If could have just one thing, what would you like?" And frequently, the answer came back, "I would love to have the parents involved."

Now, you are doing it—and I assume that is Diamond with you.

Mr. WILKINS. Yes, Senator.

Senator SIMON. Are you skipping school today, Diamond?

Senator DODD. She is working very hard over there.

Ms. DOORES. No. She is with her principal today, so it is all right.

Senator DODD. Are you making me a picture there, Diamond? Is that for me?

Ms. WILKINS. Yes.

Senator DODD. Thank you.

Senator SIMON. So what the teachers say is that the parents feel inadequate. In Illinois—and I assume maybe Connecticut and Minnesota might be a little better, but not that dramatically better—26 percent of the adults in Illinois are not high school graduates. And you move into the more impoverished areas in Chicago, and it would be much higher than that. And incidentally, Mr. Wilkins, you are a great ad for the Job Corps in what you have done, and we are very proud of you.

But I would like to ask Mr. Schultz and Ms. Doores how typical is this of Head Start—and I am a great supporter of Head Start, and Senator Dodd has been the champion in this area, and we are very proud of his leadership in this area—but how typical is this of Head Start that you have a home visit? I think it is a great idea, but I was not aware that that ordinarily happened. Would either of you wish to comment?

Ms. DOORES. I can only speak for Montgomery County, and it is an integral part of the program. The home visit begins before the child enters the program in September, and then there is another home visit done in the late winter/early spring as a progress report information to parents.

Mr. SCHULTZ. Yes, I would agree that it is typical as a standard feature of Head Start. There is also quite a number of grantees who actually use a home-based strategy as their core way of working with families, particularly in isolated rural areas where it may be difficult to have a facility or bring the children together for a classroom-based program, and there are special materials that have been developed in a number of States. Minnesota has an excellent Education for Parenthood Program which uses that same strategy. So that a lot of the actual engagement with the youngster is done in the home with the parent.

So I think that in general, in early childhood programs, there is much more of a tradition; staff are comfortable with the idea of getting out into the community, getting into homes, and learning a lot from that experience in how to understand where the child is coming from and how they operate in a setting outside of the more artificial school classroom.

Senator SIMON. Absolutely, and you can learn pretty quickly whether the parents can read and write, for example, just things as basic as that, and encourage the parents—plus the point that Mr. Wilkins made that his daughter then felt comfortable with the teacher, that it was not some stranger that she was going to go to when she started the Head Start program.

Thank you, Mr. Chairman.

Senator DODD. Thank you, Senator Simon.

Paul?

Senator WELLSTONE. Thank you, Mr. Chairman.

I do not want to take up too much time since I came in late and do not have the full context of your testimony. I guess there are just two questions that I would like to raise with you which come from my own experience of organizing work with low and moderate income people in rural parts of Minnesota. I remember a class I used to teach with Head Start mothers—and it goes to Senator Simon's question. The issue of parental involvement is critically important, and Head Start has always gotten, I think, really high marks for that as being one of the reasons why it has been a successful program.

What I would be interested in first of all is what, exactly—and maybe you have spelled this out, and if you did, just tell me to read the testimony—what is the sort of actual interaction that takes place? In other words, I can see one or two visits to the home that could be sort of—I am not trying to put down social service, but very service-oriented kind of checking in on people, but not particularly empowering. I could see other ways in which Head Start staff—who, by the way, I think are very underpaid for the work that they do, which is another whole issue, which is absolutely ridiculous—have figured out a methodology of working with people where they are not so much viewed as clients, if you see what I am saying, but as men and women of worth and dignity and substance. And the kind of work you do with people is related to Head Start, but it is also related to all the other issues that they have to deal with in their lives, really.

So I am just trying to get some sense of how you do that. Is it sort of an extension of a social service approach, or is it more an emphasis on what we like to call self-reliance, more independence?

If you have covered that, please do not cover it again, but if you have not, and you could give me a word or two about it, it would help me.

Mr. SCHULTZ. I could just offer a couple of comments to start off with. I think that Head Start takes a comprehensive approach to parent involvement, and one of the parts that is traditional as a strength is involvement of parents in decisionmaking so that every Head Start program has a policy council, they deal with budget approval, they deal with hiring and firing of staff, and often for people who have not had the kind of exposure, having that responsibility is something that leads to a sense of great improvement in their sense of what their capacities are.

There are also a lot of innovative local Head Start initiatives that are aimed at particular types of families. I visited a program in Cedar Rapids, IA that has focused on an initiative for homeless and abused women and young children, and they have basically renovated an entire motel complex and turned it into a residential setting for families. They have the Head Start program right there. But much of their activity has to do with helping people to develop goals in terms of education and employment, giving self-government throughout the units in terms of how decisions are made about maintenance and about activities in the center.

So I think there are lots of local examples where the Head Start resources have been used to really develop a very innovative kind of strategy that goes well beyond just giving people services.

Senator WELLSTONE. That is helpful, and I thank you.

Again, Mr. Chairman, I have been enormously impressed with the program in Minnesota, for reasons that Tom spelled out and also for another set of reasons, which is—and I think it is okay to say this on the record—I personally like the fact that for lot of the Head Start mothers, and fathers, for that matter, in the involvement within the program, when it starts to build confidence in people, I also see them becoming activists in their communities in other issues as well, which I think is one of the best spinoffs of this; people start to take a look at all the other things that affect their lives and their children's lives, and begin to look at voter registration, look at housing, look at education. I love that.

Senator DODD. Two points just to build on what Senator Wellstone has raised here. One is that in the Montgomery County school system, the Head Start programs are located in the schools. They are not in some former H.R. Block office or whatever—not that that is necessarily a bad setting, but the fact that they are within the schools themselves I think contributes significantly.

And I might point out to my colleagues that today is "Worthy Wage Day" for child care workers. We have put a statement in the record emphasizing the importance of trying to get salaries up for the people in that category, so this is an appropriate time to raise the question, because it is a problem. What happens is that, as you pointed out, you get a lot of people who are very good who are in the Head Start program, and they are waiting for the "real" teaching job, as they have often sometimes described it, because then they can get a decent salary. There ought to be as good a teacher in the Head Start program as there is in the top physics or calculus class.

Senator WELLSTONE. Yes, absolutely.

Senator DODD. Historically, we have treated this as sort of babysitting, rather than really understanding what a profound effect it can have on these children's lives.

Senator WELLSTONE. Mr. Chairman, do you know what the average salary is of a Head Start worker?

Senator DODD. It is $13,000 to $14,000 a year.

Senator WELLSTONE. Now, for a family of four, that is below the poverty level.

Senator DODD. So you do not keep anybody, and the continuity of it is important.

I just have a couple of quick questions I wanted to raise, if I could. One of the things I like about this program is that there is no means-testing; it is gifted, but within the classroom all participant. Now, let me tell you what we are going to get—and I am talking about the transition part. I am confident we will get an amendment offered that will say you have got to means test this—I am not talking about Head Start, but the transition idea. And again, for obvious reasons, they will say that resources are limited and so forth.

One of the things that struck me in your testimony, Mr. Wilkins, was when you talked about how, when you started out, not everybody understood everybody else's English, because there were different ethnic groups and income groups and so on.

I think one of the real benefits in this transition is the idea of having a community involved. And it is not just a part of the community, but the whole community. Obviously, the idea that just because someone comes from a wealthy family, or even a family of above-average means, you are getting parental involvement and all of that care—I hope that myth has been debunked by enough people, because sometimes some of the most deprived children in this country are children who come from families with significant affluence. Some of the most fortunate children in America are children who come from poor families economically.

It is important, and there are some correlations, but using that as a standard. I wonder if you might just comment on that aspect, and I would ask you, Ms. Doores and Mr. Schultz, to comment. Has it helped to create a sense of community because the transition serves all families, regardless of family income?

Ms. DOORES. Well, again, I can only speak to what it has done for us. And last night, we had one of our family nights out, and 108 people attended, and they represented all areas of our community, children who had been through Head Start, children who had not been through Head Start; parents sat together, ate together, talked together. I recruited some people for our fun fair coming up this weekend to paint faces with me.

It was just a very social occasion, and we were a family last night.

Senator DODD. You used that word a lot, Mr. Wilkins, in your testimony, the word "family."

Mr. WILKINS. Yes. We all get together on family night out, and I have been to so many family nights out, that some of the older kids in secondary school are starting to come with their parents. And last night when they came in, most of the big kids were saying, "Oh, we don't want to stay in the classroom with the little kids, and we don't have anything to do." So I chased down the maintenance man and found some basketballs and took them outside to the basketball court—and I took them outside like they were my kids, and I looked after them like they were my kids, and when they got a little rowdy, I treated them like they were my kids—"We aren't going to have all that fussing and fighting out here, because we can take the balls, go back inside and sit in the cafeteria."

We just all respect each other for who we are and not what we have.

Senator DODD. I think that is an extremely important point, and again, I suspect we will be challenged on this, but I wanted to have on the record the value of the transition program.

Finally, we just passed President Clinton's Goals 2000: Educate America Act. Goal one was ensuring that every child enter school ready to learn. Obviously, a lot of what we are talking about here today has to do exactly with that. Paul Simon asked his teachers in his schools if there was one thing—and we get asked that a lot, what is the single most important issue facing America; that is a hard question to answer, obviously—but I wonder if I could ask the three of you what you think is the most important factor that would enable us to meet that goal. If you had to choose a particular point of the read-to-learn, is there one aspect of this that we ought to be particularly focused on?

Mr. Schultz?

Mr. SCHULTZ. Well, I am not so sure how directly it relates to the transition issue. I think that probably our biggest threat to achieving Goal One is the quality and affordability of child care for America's families. I think the Carnegie Report on Infants and Toddlers pointed out how important development is in the early years of life, where we have the greatest difficulty providing stable, quality environments for youngsters. And families these days have to work. So we have, as you mentioned, through the "worthy wage" endeavor, identified the fact that we have a 30 to 40 percent annual turnover rate in our child care programs in urban areas.

So it seems to me that over the long haul we have got to find ways of investing in the adults who are caring for young children while families are working.

Senator DODD. Ms. Doores?

Ms. DOORES. I think the biggest obstacle is coordination of efforts. When you are in difficulty, or you have a need, and you do not know where to go, and you run up against all kinds of stumbling blocks, you turn off. And that permeates all of us.

When the obstacles are things such as food and clothing and shelter and feeling good about yourself, and you are dealing with that, you do not have enough time or energy to deal with a lot of other things that are just as important.

I firmly believe in a strong home-school partnership, so that whatever obstacles that parent is facing that we can help to alleviate, which gives that parent some peace of mind, which creates an atmosphere for that parent to feel more comfortable coming into school and working with us, then I am for it.

Senator DODD. Those are both excellent points.

Mr. Wilkins, as a parent and as someone who has been through this, do you have any thoughts on what the single biggest obstacle is?

Mr. WILKINS. Most of the obstacles that my wife and I had to not being able to get to the classroom were basically met. As Mimi said in her testimony, when we wanted to volunteer, we were allowed to get on the school bus, because at that time, we did not have a car. So that if we could not get on the school bus, we had to catch the Metro bus. And we had our son. So we were allowed to bring our son also into the classroom, so basically, we had no excuse for not coming. All we had to do was get on the school bus and bring our son with us. So like I said, we had no excuses.

So just meeting the parents' need, I would say, is one of the big issues, where a parent cannot have an excuse, and when you do not have an excuse, and they are making it more comfortable for you, how can you say no?

Senator DODD. Well, people do, but you did not. That is the other aspect of all of this.

I do not have any further questions for you, but let me turn to my colleagues for any additional points they would like to raise.

Senator SIMON. I have just one question for Diamond. What do you want to become when you grow up?

[No response.]

Senator SIMON. You are not sure. Well, you have another month or two to make up your mind.

I thank all of you very, very much.

Senator DODD. Paul, anything else?

Senator WELLSTONE. No. Thank you very much.

Senator DODD. Yes, Ms. Doores?

Ms. DOORES. If I may, there are some people that I would like to introduce to you all today.

Senator DODD. Certainly.

Ms. DOORES. Lavolia MacMiller is here. She is the acting director of Head Start.

Senator DODD. How are you this morning? Thank you for being here.

Ms. DOORES. And Gaye Monaghan is here.

Senator DODD. Yes, I have mentioned Gaye, and I see her out there.

Ms. DOORES. And Fredis Garcia, who is a parent at Rolling Terrace Elementary, who is president of the Head Start Transition Governing Board.

Senator DODD. Good to have you here. Thank you for coming this morning.

Ms. DOORES. Thank you.

Senator DODD. Thank you very much. There may be some additional questions we may have for all of you as we move forward here, but in the meantime, I want to thank you immensely for taking the time to be here.

Mr. Wilkins, particularly, we thank you and Diamond for coming. I obviously thank Ms. Doores and Mr. Schultz, who are professionals, but it is not easy to come before a congressional committee, and the fact that you have and have shared your story with us and talked personally about your own life and your difficulties is very impressive. We are very proud of what you have done, and I will say Diamond is a very, very lucky child to have you as a father, and obviously, your wife as well.

Good luck on your new jobs. You are doing a terrific job. Thank you for coming.

Mr. WILKINS. Thank you very much.

Senator DODD. Diamond, thank you for being here, okay? Where is my picture? Bring that up here to me. Look at that. You even spelled my name. "Diamond Wilkins, Senator Dodd." That is very nice. "I like you, and I like me, too," she says. Thank you very much. I am going to save that. I will put that in my office. Thank you all very, very much.

I will now turn to our second panel, and I am pleased to first welcome Barbara Toman. Barbara has been active in children's schools and the PTA for a number of years. She is president of the Connecticut State Parent-Teacher Association and serves on the national PTA board of directors. She has worked intensively to actively involve parents in their children's schools in our State and across the country.

Barbara, we are deeply honored that you could be here today and hope you appreciate our first panel and some of their comments.

Stuart Taylor is a member of the board of directors of Youth Guidance of Chicago. I had the pleasure of meeting him before the hearing started. Actually, Senator Simon, would you care to introduce Mr. Taylor?

Senator SIMON. I hate to say it, but we have not had a chance to get acquainted, so I will let you go ahead.

Senator DODD. All right. Youth Guidance is an important social service agency supporting school involvement in some of Chicago's most impoverished communities. They are building these efforts on the Comer Schools model, which we are very familiar with, because Jim is a great personal friend of mine. We consider it one of our jewels in Connecticut to have Dr. Comer at Yale University and his involvement with the New Haven school district over the years. The Comer Schools Program identifies parental involvement as critical to the success of school improvement. We look forward to your testimony.

And finally, Gaeton Zorzi is principal of the William Cramp Elementary School in Philadelphia. Mr. Zorzi has provided wonderful leadership in rallying the resources of his community to aid his school, from parents to local businesses. We look forward to hearing from you this morning as well.

I am going to turn the timer on as sort of a guidance to you to try to limit your testimony to about 5 or 6 minutes. Again, all of your testimony and supporting documents will be included in the record.

Mr. Zorzi, I see you have your "Save the Children" tie on this morning, another Connecticut product. I notice President Clinton wears his tie all the time. He had it on yesterday during his press conference, in fact. We notice those things.

Barbara, we will begin with you.

STATEMENTS OF BARBARA TOMAN, PRESIDENT, PARENT-TEACHER ASSOCIATION OF CONNECTICUT, HAMDEN, CT; STUART A. TAYLOR, II, BOARD OF DIRECTORS, YOUTH GUIDANCE, CHICAGO, IL; AND GAETON ZORZI, PRINCIPAL, WILLIAM CRAMP ELEMENTARY SCHOOL, PHILADELPHIA, PA

Ms. TOMAN. Thank you, and thank you for this opportunity.

Senator Dodd and members of the Subcommittee on Education, Arts, and Humanities, I am Barbara Toman, Connecticut State PTA President. I am here today representing the nearly 7 million members of National PTA. Your request to hear the parents' perspective on the role of families in public education is greatly appreciated, and I thank you for this opportunity.

As you might suspect, across the country, parent involvement advocates are applauding the passage of the parental participation goal, adopted as part of the recently enacted Goals 2000: Educate America Act. For the many parents who have struggled to be heard and accepted, allow me to thank the Senators for their support of the amendment.

Until the passage of Goals 2000, the U.S. had no inclusive Federal policy that acknowledged or encouraged parent involvement in schools or educational decisionmaking. While Head Start, special education and Chapter 1 programs incorporate parent involvement mandates, in general, the philosophy of parent involvement in education policy was neglected or minimized. Now, goal number eight validates the important role of parents in education. It is a significant victory for families.

To assure all States and localities use Goals 2000 to forward parent involvement policies, the National PTA will disseminate to its 34,000 local units recommendations on how parents can advance the goal as well as participate in the development of educational standards. PTA will also advise parent activists on how to ensure the goal is implemented appropriately.

But the push for parent and family involvement at the Federal level cannot end with Goals 2000. To sustain meaningful parent involvement, Government must see this as a cross-cutting issue, affecting public policy decisions that range from establishing stronger Chapter 1 to requiring workplace flexibility and release time for parents.

Let me offer a glimpse of some of the endeavors that we have had in Connecticut that encourage parent involvement in education.

Recently, the Connecticut Business for Education Coalition sponsored the "Take a Parent to School Day," on March 10th. This event was promoted through our Connecticut executive and legislative branches, the Connecticut State Department of Education, the Connecticut Association of Public School Superintendents, the Connecticut Association of Schools, and the Connecticut PTA.

With adequate lead time in the media campaign, parents and businesses were able to make necessary scheduling changes. "Take a Parent to School Day" validated for working parents that employers recognize a parent's responsibility to support his child's education.

Also, this event told students that what they do in school each day is valued by the economic community of Connecticut. That is a very powerful message for schools and family partnerships.

In my own home town of Trumbull, the PTA council and the Trumbull Family and Youth Services Bureau offer an approach that is unique to fortifying home and school and community relationships. Our kids' first conference—it is an annual conference that has been going on for 8 or 9 years—involves students as facilitators. They design the program for an all-day seminar. They organize workshops on a variety of concerns for teens, and students, faculty and parents attend the sessions. It involves six high schools from Bridgeport, Fairfield, and Trumbull and includes approximately 200 teens; so we are crossing town borders and we are crossing economic lines, and we are forcing some really good unity.

In Hartford, we have E.B. Kennelly School, an outstanding school with a diverse population. They distribute bilingual brochures and fliers, and parent-teacher conferences become more meaningful as the needs of the multicultural and multiethnic and multilingual communities are addressed. Every effort is made to provide child care so that parents can come in and not have to worry about what happens with their younger children when they want to participate.

An unusual but very successful parent involvement campaign that brings a smile to my face exists through the Travelers Corporation in Hartford. Travelers Corporation PTA and the Travelers Corporation match dollar-for-dollar any money that is generated from PTA memberships. The membership, with aid from the corporation, brings in guest speakers and other resource persons for PTA meetings which are located during lunch hours in available space in their offices.

Sick employees and employees who are otherwise unable to attend these meetings can make use of the telecommunications system that Travelers employs and be part of the process of these education meetings. I have been privileged to be part of some of these meetings, and it has been very worthwhile to see what happens.

One of the other pieces of this is that it attracts parents not only from, let us say, an elementary setting, but it is cross-cutting again. I have seen parents involved in this project who are grandparents, preschool parents, nonparent participants, but they come together and discuss issues across-the-board, and there is a mentoring process that goes on.

In New Hartford PTA, which is a rural PTA that has only been in existence for about 3 years, they have taken a multimedia campaign—and this is totally on the parents' front—and involved newspapers, cable access programming, to bring education issues to the whole community, particularly budget issues and policy issues, so that they are building a bond so the community realizes the schools belong to them, and they have a vested interest.

There are problems in Connecticut, as everywhere else. The open door policy is sometimes very difficult for people to recognize. Too often, parents are instructed that reading to their children at home is parent involvement, and while that is good parenting, it is not necessarily all you can do for parent involvement.

Parents have to be part of classroom activities and school governance and decisionmaking activities. Parent input on discipline policy, budget decisions, curriculum and other issues is requisite.

In Connecticut, education advocates and policymakers have crafted a legislative proposal that is currently being worked on and will probably be voted on on Monday. It is called House Resolution 5669. The bill would require pre-service and in-service training of teachers on parent involvement. It would require school boards to adopt parent involvement policies so that they become proactive. Brochures to explain to parents their rights and responsibilities would be written and disseminated. And even though the legislation does not mandate site-based councils and site-based school management, it really speaks toward that as an encouraged activity on the local basis.

Teachers and school personnel frequently have stresses that find them in resistance to parent involvement, and it is very difficult for them to get adequate information, training and support services that they need to be effective in parent involvement. There are limited education budgets that prevent districts and schools from developing programs essential to ensuring effective communication and collaboration among parents and the appropriate school personnel.

I find that adequate funding is needed to provide school staff with in-service and pre-service education on parent involvement; some kind of mentoring programs to mentor parents in how committees work and how to function adequately. You do not just become a committee member overnight, as I am sure you are very well aware of. It takes training. We also need funding to help parents to improve their own parenting skills, along with a variety of other issues, and one of them is to create more school-based preschool, early childhood education and child care programs with a goal of that successful transition that we spoke about earlier this morning into the more formal K-12 setting.

The truth is that dollars do drive program agendas. If Goals 2000, and in particular Goal Eight, are to succeed, schools will need more money. I recognize this committee is an authorizing, not an appropriations committee, but the record should reflect that funding must be augmented to support education improvement efforts.

At this time, I would like to talk more specifically about the Chapter 1 program. To assess the effectiveness of Chapter 1 parent involvement provisions, the National PTA working in conjunction with the National Coalition of Chapter 1 and Title I Parents and the National Center for Law in Education, conducted a survey of Chapter 1 parents. The results were released at a press conference in April of 1993, and at that time, National PTA reported that just 54.7 percent of the respondents said that they were even aware of a written policy for parent involvement. Since a written parent involvement policy is mandated by this law, one might conclude that either school districts are not complying with the law, or they are not drawing parents into the process. There is a lapse in some communication there that really needs to be addressed.

Similarly, only about half of the correspondents indicated that parents in their school districts helped to make decisions regarding Chapter 1 goals and budgets and evaluations.

In Connecticut, the Chapter 1 parents have formed a statewide PTA unit. This affiliation furnishes Chapter 1 parents with many, many National PTA resources that we can provide and leadership training opportunities. But it also works in the opposite direction because Connecticut PTA has benefited from being able to focus on a diverse population and some issues that we really feel we need to address.

With regard to Federal policy, National PTA likes the Chapter 1 parent involvement positions recently adopted by H.R. 6, especially the parent-school compacts. This proposal should probably still be strengthened with some requirements that at the beginning of the school year, each school and each district have a meeting for parents, teachers and administrators, outlining rights and responsibilities; that annually, parents, teachers, administrators and school district officials would jointly develop the parameters for Chapter 1 application and evaluation; and that parents, teachers and administrators would regularly meet in a continuum to assess students' progress.

Toward this end, policymakers must help provide incentives for businesses to provide release time for parents and to adopt work environments conducive to family involvement in education. Leadership will also be needed to ensure that schools and school districts implement policies that get parents involved and provide teachers and parents with support services.

I did not present my entire testimony. I know that you have more business to get on to. But I would like to thank you for the opportunity to address the committee concerning a vital issue.

As a working mother of three teenage daughters, I have had many personal experiences that active involvement in their education has offered me. Over the past 13 years, there have been a mixture of positive and negative instances. Fortunately, I reside in a community that has made a commitment throughout its public schools to involve parents on every level. Parents continue to chaperone field trips, host birthday parties and volunteer in the media center. Parents also write district policies, provide cost analysis of the financial base for our school system, and impact the educational budget development, thus giving a community-based focus to the direction in which our schools move.

In closing, let me State that when national policymakers such as yourselves help to fully involve parents in education, then all families can gain from these types of positive experiences.

We all know parents are the primary role models for children, and if we want our youth to turn themselves around, to become more fully participants in their communities and becomes the leaders that we want, we need to allow parents the opportunity to be role models in those same kinds of community involvements. And you can help to provide this opportunity.

I thank you.

Senator DODD. Barbara, thank you very much. Excellent testimony.

[The prepared statement of Ms. Toman may be found in the appendix.]

Senator DODD. Mr. Taylor, we thank you for being here.

Mr. TAYLOR. On behalf of the board of directors of Youth Guidance as well as the staff, I would like to thank you for inviting me to testify today.

This year, we mark our 70th anniversary of serving inner city public school children in the city of Chicago, and this is a proud moment in the history of Youth Guidance, so thank you for asking me to be with you.

As I mentioned, I am on the board, and I am also the chairperson of something called the Comer Task Force Committee, and I would like to spend some time filling you in on what we do in Chicago and second, urge the committee to provide the necessary incentives in the reauthorization bill before you that will foster and nourish parental involvement as essential to any systems-based change effort.

Most of you are probably familiar or acquainted with the work of Dr. James Comer, a renowned child psychiatrist at Yale and one of our country's most respected voices in the area of school reform. Dr. Comer, through his years of experience working with at-risk youth in our most troubled urban schools, has in our opinion captured the essence of what it takes to achieve meaningful and lasting reform.

Although the model correctly assumes, in our opinion, that changes occur in a chronological sequence—first, improved interpersonal relationships; second, improved social climate, leading to third, improved academic achievement. In other words, adults change first, which brings about changes in the school climate, followed by changes in the students.

The goals against which the ultimate success of the program will be measured are as follows: 1) improvement in students' efficacy as learners; 2) improvement in self-esteem; 3) increased parental involvement, including leadership roles; 4) development of a more positive school climate, as evidenced by an improvement in relationships between teachers and teachers, teachers and parents, parents and students, and so on; 5) development of a more positive academic climate as evidenced by changes in children's interest in learning, and teacher expectations of students, including homework assignments; and 6) improvement in school performance, as evidenced by behavior, attendance, promptness, grades and test scores.

We are fortunate in Chicago that Dr. Comer selected Youth Guidance to help him implement and facilitate this program in the Chicago area. We currently work with 14 schools—we started with four—and hope to get to 30 within the next 2 years.

In the schools where we currently work, over 400 parents are actively engaged in the management and activities of these schools. The parent program is building self-confidence and social and leadership skills on the part of the parents. Parents are making a real positive impact on student behavior. Most of all, principals and teachers who, at the outset of the program, held little or no support for parental involvement, as you talked about in the prior panel, are beginning to appreciate what their presence in the schools can bring in terms of improving the environment in which their children can learn.

It is not easy. What on the surface looks like a simple model is very, very difficult to implement. Parents often lack the self-esteem and the confidence that would make them willing and enthusiastic partners in a school setting. Relationships between parents and their children have often been strained, and teachers and school administrators, as I stated before, often consider parents as intruders rather than partners.

Recognizing these obstacles and barriers, the parent program of the Comer model establishes three levels of parent involvement. The first level encourages parents as part of the neighborhood community to familiarize themselves with the school. Parents are invited to school activities and attend various sessions that are held at the school, which usually take about an hour or two a week. These experiences provide a foundation for positive, productive relationships and for mutual problem-solving.

As a facilitator, Youth Guidance works to establish volunteer projects which might require just a few hours per week for the parents. As parents start to feel more comfortable and establish relationships, we often, with little prodding, find that parents move to level two, which requires active daily participation in school. Parents help teachers in the classrooms; they plan, organize, chaperon student activities, either in the school or outside of the school on field trips. Finally, parents move to level three, which makes them active members in school management.

Our experience with the Comer model has three guiding principles. One is a no-fault environment; second, consensus decision-making; and third, collaboration. We think these three are the most important components that any school must have to be successful in creating systems-based change.

Although we have only begun Youth Guidance's work with the Comer model in 1991, we have moved ahead with preliminary evaluations of our program and we have enlisted the support of Northwestern University, and they have submitted their research with respect to their evaluation of the success of the program, and we have submitted that to you today for the record.

I would like to commend the members of this committee who helped shape the Goals 2000 bill, which lays the groundwork for new incentives in our States and communities to move ahead with school-based reform. It is imperative that the legislation before you is crafted to support the legislation by providing States, local education agencies and community-based organizations such as Youth Guidance the maximum flexibility to do what they need.

Finally, on behalf of Youth Guidance, I would like to ask that the committee also do what it can to provide Federal support for the many private nonprofit, community and school-based organizations which are trying, with lots of soul but with meager budgets, to help our schools become safe places where children want to learn and are able to learn.

I just want to conclude by sharing with you a saying. A friend of mine says it is a proverb in West Africa, in Ghana, I believe, but the saying goes: "It takes an entire village to raise a child." I think if you work with or teach one child, you help an individual; but when you work with and teach parents and teachers, you affect a whole generation. And that is the mindset with which Youth Guidance goes about doing our work. We like to focus on what we call systems-based change, so that instead of reactively problem solving and counseling one's problems that have already arisen, which we do, we like to find ways to focus on impacting positively systems and institutions and the way adults interact with each other, creating a more positive learning environment, which we think, in a proactive sense, before problems arise, at an earlier age on the part of children, will affect a much larger number of people.

So that is what we are doing in Chicago, that is what we are doing with Youth Guidance. Dr. Comer has been integral to our success.

Again, I thank you for inviting me here today.

Senator DODD. Thank you very much. I would point out that I had asked Jim to join us today, and he was going to be here but his wife has been very ill and, as a result, he could not be here. But as I said, we are very proud of him in Connecticut, and I happen to be very supportive of his ideas and concepts.

[The prepared statement of Mr. Taylor may be found in the appendix.]

Senator SIMON. Mr. Chairman, I am going to have to leave, unfortunately, because of another meeting, but I just wanted to express my appreciation to Mr. Taylor for what you are doing. We simply cannot give up, and what you say just makes an awful lot of sense, so thank you.

Senator DODD. Thank you very much, Senator Simon.

Mr. Zorzi, welcome.

Mr. ZORZI. Thank you. Good morning. My name is Gaeton Zorzi, and I am the principal of the William Cramp Elementary School located in North Philadelphia.

Our school serves 1,100 children in preschool through 4th grade. The student population is 87 percent Latino, almost entirely Puerto Rican; 6 percent white; 6 percent African American, and one percent Asian or Native American. Over 90 percent of the students qualify for free lunch because of low family income.

The surrounding neighborhood is adjacent to Philadelphia's "Badlands" and suffers from extensive unemployment and drug and other illegal activities.

I became principal of Cramp in February 1986. Over the last 8 years, the staff, students, parents, community and I have worked hard to bring order to what was a chaotic, disheartened school, to bring the experience and hope of success to children who were failing in alarming numbers. Still, too many of our children fail or fail to realize their potential. But we have made some notable gains. Parents have been a key element in these positive changes.

The total parent home and school membership in 1986 was four. Today, it is over 200. Parents have always cared about their children's education. They did not see how to become meaningfully involved until they saw the school reaching out and meeting more of their children's basic needs for academic, social and emotional success. When the school was chaotic and disorganized, they stayed away, or charged in occasionally to complain. As order and organization became more evident, they looked for ways to join. As the school moved more and more toward a student-centered curriculum, they saw how the lives of their children, their own lives, were grasped and intertwined into the life of the school.

The staff and I brought order to the lunchroom and recess periods. We reorganized the roster to allow for more instructional time. We tried in every way imaginable to catch kids being good. We set up reward systems in and out of the classroom to encourage good behavior and say thank you for positive efforts.

We invited the children to take an active part in their education. The school doors were flung open, and the parents ventured in. Parents are now a regular, visible, vital part of everyday life at Cramp. As volunteers and as paraprofessional staff, they work in classrooms, in the lunch room, in the play yard, accompany students on trips, paint room numbers on the blacktop in the school yard, conduct fund raisers, tutor children in reading and math, and make buttons for a variety of purposes and occasions.

Our most important vehicle for connecting home and school, children and parents, students and the world around them is books—quality children's literature, fiction, and nonfiction. Since September 1986, our most visible and widespread incentive program connecting books with children and with parents has been our "Read a Million Pages" campaign. We ask parents to read aloud to children. "Please, read to your child," is repeated with almost every "Good morning" and "Good afternoon."

We encourage participation with tangible symbols of success. Thousand-page readers get to pick a button from the button jacket, and I have brought that along.

Senator DODD. I would like to see you go through the metal detector. [Laughter.]

Mr. ZORZI. In the morning, when the school is assembled in the play yard, I call out the names of the children who have read 1,000 pages, and they come up before the assembled school to pick their button for being thousand-page readers. The buttons are made by the parents who run our Home and School Association. The Home and School purchases the parts and assembles them using a machine they bought with candy sale profits.

Each time we reach one million pages as a school—about three times per year now—the Home and School sponsors a party for all the thousand-page readers, complete with literature bingo and prizes of food, games, and toys.

The Federal Government, through Chapter 1 funding, helped expedite our transition to a more humanistic and more family-friendly curriculum. Importantly, the infusion of Federal dollars was of a significant amount, and teachers, administrators, and parents at the school were allowed to determine how to spend them. These are the Chapter 1 schoolwide projects.

With some of the Chapter 1 funds, Cramp formed a partnership with the University of Pennsylvania. Through onsite graduate courses, the school staff changed its approach to instruction 180 degrees and learned to teach reading and related subjects through literature, through themes, and through personalized expressive writing.

Chapter 1 funds further supported this pedagogical shift by providing hundreds of quality children's paperbacks. The children's lives were brought into the classroom as they related their own life experience to those of characters in the books they read, or related them directly in stories they wrote, stories often about their families. Now, after 8 years, Cramp School children and parents love and appreciate books.

I believe the greatest tool the school can offer underprivileged children is literacy—not just the ability to read, but the consuming desire to read, to learn, to ask questions, to seek answers. Without this, how many of the children we serve will find their way into a life of the mind that can defend itself against the life of the street? Too few.

Our successes have been limited, but significant. From June 1988 to June 1993, the percentage of students reading on or above grade level in 2nd through 4th grade increased 100 percent, from 24 percent to 48 percent. In 1991, Cramp School won the International Reading Association's Exemplary Reading Program Award for the State of Pennsylvania and was cited by the United States Department of Education as an "Unusually Successful Compensatory Education Program."

We are becoming a community school. Soon, parents will help run our new community library, made possible by our adopter, First Fidelity Bank. Construction on this exciting project began this week; it began yesterday. We hope to have it open in time for summer vacation. The nearly $100,000 First Fidelity Bank is committing to the construction of the Cramp Community Reading Center represents the most significant private business investment in a Philadelphia private school. First Fidelity also funds our RIF, Reading is Fundamental, program, which gives a book to each child as a gift four times per year.

Parental involvement programs abound at Cramp. We have a GED program with child care; a VISTA program, with two parents from the neighborhood who volunteer and help other parents learn how to read to children and our Home and School Association provides eight to ten parent workshops per year.

Parents also serve on the School Leadership Team along with teachers and administrators. This team meets every Friday morning before school to make decisions that affect every aspect of the organization, including budgets and staffing.

Parents want to be involved in their children's schooling. They will become involved if their children feel safe, happy and loved in school; and if their children feel successful and demonstrate that they are learning, that they are getting smarter. Safety and success. Loved and achieving. The formula is irresistible. Parents cannot help but support a school that openly and effectively supports their children.

The extent to which a school can offer the above formula depends on two conditions. The first is the creativity and dedication of its staff. The second is the resources available. Talent and funds. People and money.

Anyone who says money is not the answer is probably living in a community where money is not the problem. In an inner city school, money is a big problem, the lack of it; the unfulfilled need for additional people, materials and planning time that can result in greater safety and success for children, in more individualized attention, in greater opportunities for parents to support the school and to take an active part as volunteers and as paid paraprofessional staff.

With Chapter 1 funds, we have hired parents as part-time classroom assistants and school community coordinators, paid for both professional and paraprofessional staff to tutor children before and after school, paid for committee meetings that resulted in numerous special events and programs—our mother-daughter tea, our father-son breakfast, Love-a-Book Week, Career Day, Science Week, math manipulative kits. We have funded classroom libraries that can send books home to be read and listened to, and helped fund a program begun at Cramp through our other adopter, Harcum College.

This program, called PACT, Parents and Children Together, trains parents to be reading and math tutors, allowing them to earn college credit along the way. The program has been a great success. Students have improved. Parents have gained renewed sense of self-esteem, of their own potential to better themselves. Many have gone on to jobs they probably never would have obtained if not for this boost and experience.

But last year, we had to cut our Chapter 1 budget by 30 percent, by $300,000. We had to give up our partnership with the University of Pennsylvania. We had to return two support teachers to full-time classroom responsibilities. We had to cut in half the funds for committee planning time. Planning time is often seen as a frill, but it is essential to communication and to creation and maintenance of new, creative initiatives. We had to cut the funds used to maintain our classroom libraries. And we had to reduce our fractional share of the Harcum College PACT Program, threatening the continuation of this proven success story.

This year, we face another 15 percent reduction in our Chapter 1 funds, $105,000. This will mean the elimination of more people, more resources. The children and their parents need more. We will be offering them less.

I believe there is a pernicious assumption that parents of impoverished minority children are the problem. At Cramp School, parents have demonstrated that they are an essential part of the solution. Parents care. Parents want to become involved in their children's schools. They want to witness and support their children's success.

In many inner city neighborhoods, as industry has fled and public services have diminished, the school is left as the single remaining viable institution. Now is not the time to cut the financial supports from these hubs of hope. Now is the time to invest wholeheartedly in them.

We as a society need to ensure that these schools prosper as centers for learning and community renewal.

At Cramp School, we have creative, dedicated staff and parents with the potential to make good things happen for children. We have come only partway. Whether or not we achieve true success will depend on the additional resources that are made available to us. Our children will fail without them. These are eager, hopeful, intelligent faces. They deserve our best.

I thank you.

Senator DODD. Thank you. Mr. Zorzi, I will say that you are one hell of a principal. I wish I had had you in school. I wish we could clone you—although, I am sure you know just from your own relationships with your colleagues that there are a lot of very caring people like yourself out there.

But I love your jacket. I would love to see you go through the metal detectors downstairs.

Anyway, you are right; money is critical. You may be aware, by the way, that Senator Simon, Senator Jeffords and I, and Senator Wellstone have been involved with this trying to increase the Federal Government's commitment to education. I tell people the statistic, and I do not think they believe me, but out of the entire Federal budget, about 2 percent of the Federal budget is committed to meeting the elementary, secondary, and even higher educational needs of America's children—less than 2 percent of the entire Federal budget.

I still find myself stunned by the statistic when I say it, and I have said it hundreds of times. If you ask most people what percentage of the Federal budget is committed to education, you will get guesses that are much higher than that. That is just an indication, despite all the rhetoric, of how little we commit.

This year, we tried, and came very close to doing it, to raise the Federal Government's spending from about 7 or 8 percent up to 30 percent of the total cost of special education, which is staggering. It is in excess of $10,000 per child, which is much higher than we are committing, obviously, to a child who does not have, thank God, any kind of physical or other kind of disability or disadvantage. And yet just the amount of money that communities and States pay for the costs of these children is stunning. And unfortunately what happens is they sort of blame these kids, as if it were somehow that child's fault or that parent's fault. Everyone in the abstract understands you have got to try to maximize the potential of these children, but when they see so many of the resources going to them, they end up sort of blaming those children instead of getting beyond that.

So we tried this year to increase our funding, because in my view, we made a commitment—and you can call it what you want—but we made a commitment years ago that the Federal Government would be a partner in educating children with special needs. We said we would cover 40 percent of that cost. We have never gotten beyond 7 percent of it, not to mention the other areas.

So people are strapped. I used to know by rote, pretty much, how each State paid for its education, to what extent it was property tax, what extent was State contribution and what extent was Federal. But I presume you rely pretty heavily on a local property tax, and of course, a lot of the poorer areas do not have the resources. Barbara knows this is true in Connecticut. We are a small State, not anywhere near the size of Pennsylvania, but that you can walk, literally—and I am not exaggerating; I am talking about an hour's walk or less—from school districts that are virtually at the top of the ladder in terms of per pupil expenditure, very affluent, terrific school systems that do a great job, to a Hartford or a Bridgeport where, as I mentioned earlier, 47 percent of these infants and toddlers are growing up in poverty. It is half an hour walk from one school to the next. That is the difference.

And as you say, you can say it is not money, but you tell that to these communities where the resources are not there. And there are hundreds of problems. New Haven spends almost a million dollars a year just for security. When you are paying $1 million out for metal detectors and cops in every corridor, that is $1 million that is not going toward better books.

I went to one high school in New Haven the other day that had 13 computers for almost 3,000 students. Thirteen computers. I was at the Adult Learning Center for Hartford High on Monday. They do not have a single computer—not one—in an adult learning center. Now, you tell me how anyone is going to even remotely start to function in the workplace; you cannot get a job at McDonald's today without having some knowledge of how a computer works.

So we are trying and gaining support from people like Bob Dole. The other day he gave a speech commemorating his maiden speech in the Senate 25 years ago on disabilities, and one of the things he mentioned was the efforts of Senator Jeffords and myself on special education. So I think we are going to do a lot better on this issue than I would have thought even a few months ago. There have been indications of a lot of support for this idea of getting at least up to 10 percent, so that we can get some decent support for things like this that you are talking about.

Senator WELLSTONE. Mr. Chairman, I apologize, and I do not mean to interrupt. I want to apologize because I have to go to a meeting with a group of welfare mothers about welfare reform, and I am a little late for that. So it is not lack of interest. I really appreciate what each of you said. I take it to head, and I take it to heart. I think we are really committed to fighting very hard with you all, and it will not be easy. I know the chairman is right at the forefront of this, and I will certainly be a part of it.

Thank you very much, and I apologize for leaving.

Senator DODD. Thank you, Paul, very much.

Let me ask you one question that is raised with me often—in fact, it was just the other day, on a radio talk show in Connecticut with Judy Jarvis, who is now nationwide, but is out of Connecticut on WPOP. She is interested in Chapter 1, and she raised the issue just as a parent did at a parents' meeting at one of our middle schools in the Hartford area, where this guy stood up and said, "Senator, I want you to know something. I am new to the Connecticut area, and my daughter is very bright. She is a gifted child. She came in, and she was tested for Chapter 1, and she flunked" He said, "I took her out of the school immediately, and she is now in a private school. I am paying more, but she is getting all A's."

He said his suspicion was that they were randomly taking children and lowering their scores in order to get the numbers up so they could qualify for more Chapter 1 funding.

Is this a common problem that you are aware of?

Mr. ZORZI. No. I have to honestly say I am not aware of that at all. I know in my school, what we are trying to do is raise kids' scores. Unfortunately, we have to demonstrate their progress on standardized tests, which I believe are poor measures of that, and we are trying to find other ways. I know that in the Chapter 1 legislation, they are looking for other forms of assessment, and we are actively seeking that in my school, especially in writing, right now.

Senator DODD. You see what I am getting at, though, the argument being that as long as you keep the numbers of pupils, then of course, you get the resources. And you need them, because you do not have the other resources, and so without the Chapter 1 funding, you will not have a lot of other things; that is, money must come out of another bucket that you are doing things with.

Mr. ZORZI. Yes. There is a disincentive. One of the reasons for the size of the cut in my budget for next year, I believe, is that we have fewer kids who scored low and are eligible now. So we have been cut some of that money.

I believe that they are implementing a change in that so that the money distributed in future years will be according to the income of the children and not so much according to their test scores.

But I am not personally aware of people trying to lower scores.

Senator DODD. Well, no standard is perfect, and there are obviously flaws and holes you can punch in them. But I am inclined to go with the income levels rather than test score levels, because I think the incentive is there.

What do you think about this, Barbara? What is your reaction?

Ms. TOMAN. I have not heard of the instance that you are referring to happening in one of our local school districts in Connecticut. That is not saying it does not happen. The incentives are not incentives. It is almost as if we do not approach people, our educators and our families, with positives, with incentives for going forward, to raise yourself and to raise accomplishments and achievements and what you are looking to maintain as a level of achievement and to go further.

It is very true—I have seen school districts that are aware of the fact that these dollars are very, very important that come with Chapter 1. And I do know that they look at that when they are building budgets. It is a wonderful resource for a school district. But I also have seen school districts that then become cooperatives, that then cross lines that they might not otherwise have crossed in trying to find resources for students that maybe they cannot service, but another community can. So I see cooperative ventures happening, and that is a real positive thing, too.

Senator DODD. Yes. Well, let me ask you this—yes, Mr. Zorzi?

Mr. ZORZI. Senator, back to the issue of money being apportioned according to income as opposed to test scores, I would like to give an example from my school. The first year that I became principal there, were there zero children identified as mentally gifted. This year, we have nearly 30 and several waiting to be tested. But I consider those children still at risk. They are in a community where there are two and three strikes against them already in terms of the environment, in terms of the violence and the family disruption that they have to suffer. And they need the help almost as much as the kids who are scoring poorly on the tests.

Senator DODD. I do not disagree. I think that is an important point.

Mr. Taylor, let me ask you and then ask the others to comment on this point. As I understand it—and I was not around here when Chapter 1 was initiated, but I know the history of this program pretty well—we are going to have almost $7 billion in funding for Chapter 1 of the Elementary and Secondary Education Act. And obviously, these things get political. But currently 95 percent of all school districts in America are receiving Chapter 1 funds. Now, you are not going to convince me that 95 percent of all school districts in this country are disadvantaged school districts. Now, clearly there are children, I presume you could make the case, in every school district; but in terms of taking limited resources, as I understood it—now, you tell me, because you know the history of this very, very well—am I wrong?—weren't those funds designed to go to economically disadvantaged districts, and isn't there a danger of this becoming another CETA program? Remember the old CETA program, which was designed like revenue-sharing; it was designed to train people, and what it became was basically a source of revenues for communities so they would not have to raise local property taxes. I understand that, and certainly I do not fault them for doing it, but are we taking Chapter 1 funds and using them as they were intended?

Barbara, do you care to comment?

Ms. TOMAN. I would address that from the area of are we using the Chapter 1 funds most efficiently and, as you said, addressing the child, the student, who really needs the support because their community cannot otherwise fund it. And I think there are probably instances where there are communities that really see this as an input of funds that they maybe—you are right—do not then have to raise from tax dollars. But they should also realize that with Federal moneys—and I think many towns are realizing—with Federal moneys also comes more accountability that they have to put forward for those dollars.

So I think that is kind of a check and balance situation for many school systems, and I would hope that if we maybe strengthen those accountability pieces, then those dollars will get used more efficiently.

Senator DODD. Mr. Zorzi?

Mr. TAYLOR. I would just add that I agree with you. I think in part, it is a structural problem and an organizational problem. Just getting back to your example, I spent 4 years in New Haven myself, and did some work in the public schools in New Haven, and your point was a good one in that in certain districts, there are so many other costs that have to be factored in in terms of properly managing the schools, and when you take that aggregate need into account, and then you apply to that funds that have been appropriated evenly, on a percentage basis it is having less of an impact; and then you add to that the problem that Mr. Zorzi raised that schools will often earn their way out of funds to the extent that they show signs of improvement, all of a sudden, they are less eligible, if you will. And don't think that the school districts are not aware of that dynamic. So even though I cannot speak to the specific example that you raised, you could see where people would perceive that that would be happening, because they get to a point where they say we have had some success, and the reward we get for meeting some success is that we are now going to receive less funds; so let us distort the numbers, or what-have-you—I do not know the specific facts.

I do a lot of work in the Chicago public schools as a volunteer, and the administrators in the school districts and even at the school level are very conscious of what is in fact a competition in their minds in many respects, against each other, in terms of other schools, other school districts, etc. And sometimes, the way they portray themselves to the outside world is very different from what is really going on. And in some cases, that is really unfortunate, because there are some real success stories out there that we need to hear more about that I think are sometimes being sort of muted.

Senator DODD. Mr. Zorzi?

Mr. ZORZI. Senator, I want to agree with you whole-heartedly that the money for Chapter 1 needs to be concentrated in the schools with the greatest need. In the suburban schools around Philadelphia, the way the legislation is framed now, a school can qualify for Chapter 1 if they have a lower per capita income than the district as a whole, so therefore money can flow to that school. However, with the money going to the school, that child is already receiving a larger per capita expenditure than any child in my school; plus the community and school supports and familial supports for that child are double and triple what the child in my school has. So that money really needs to come back, I would not say to me, but to the school where there is greater need.

Senator DODD. Yes, I appreciate you saying that. Obviously, this is not unique to elementary and secondary education—dollars are not hanging on trees around here. So you are trying to get resources, and you are trying to get 51 Senators to support it, and 218 House members. And the reality is that unless you can spread out the resources, you do not get the votes. I have never taken a political science course, but I have been around here long enough to know how this works. So you are caught in a situation where you want to get the resources, but you also need the votes; if you do not get the votes, you do not get the resources. This is not brain surgery in order to figure this out. So the question is how do you strike that balance while trying to maximize these dollars.

Your testimony helps in making that case, because it really illustrates the dilution of those resources—and again, I understand that the more affluent community does not like paying higher property taxes. They are not terribly enthusiastic about that. And obviously, if there are some resources here that they can get that will help them to lower their costs they will want them—and I am sure they do have kids in their districts who can use those resources. But it is something we have got to be a little more up front about, or we are going to have to call it something else or do it some different way.

We are perpetrating a myth in some ways by calling it one thing and distributing it in another, and I think at some point here, a little truth in spending is appropriate.

Mr. ZORZI. Senator, at one of the Chapter 1 hearings in Philadelphia recently, there was a representative from a suburban district, and his argument, which I found—the word "perverse" comes to mind—his argument was that it is not that much money, so why worry about where you are putting it.

And my thought was, well, if it is not that much money, then give it up, and give it to someone who can use it.

Senator DODD. Absolutely.

Let me ask you a couple of additional questions if I can. Barbara, you have worked across the State, and you also have a good perspective from where you sit on the national board. Obviously, districts are completely different, but are there some core elements that you believe make these programs with parental involvement work? Obviously, there are different barriers in different communities, but are there some common denominators here that we ought to be looking at to try to promote in this legislation? Again, utilizing this bill and this opportunity to try to share ideas with others, what are some of those core elements that come to mind? And this is not a quiz, obviously. This record is going to stay open for additional comments you may have on this, but I would be very interested in what you think those common core elements are—either in the State of Connecticut, which is pretty diverse, if you go from Fairfield County to Bassick or Central High, or Hartford.

Ms. TOMAN. We are very fortunate in that diversity, and we need to address that and find that that is a strength for us in Connecticut, and other States have similar diversities, and we can grow from that, we really can, and cooperative ventures.

Some of the common denominators—it has to do a great deal with an attitude. It has to do with the attitude and the acceptance on all parts that are involved in it. Those doors are open to those schools, but for some parents, for some reason, they do not see them as open. And if you talk to administrators and teachers, a lot of it has to come with how they can best identify the needs. We have that diversity. The needs of the parents in my home town of Trumbull are much different than the needs of those parents in the neighboring town of Bridgeport. When you want to involve them, you can ask parents to come to the Trumbull public schools. Most of them are mobile enough and can find flexible schedules. In Bridgeport, I doubt it. Possibly, the idea of going into the housing units, finding that you can go to where people are more comfortable, into workplaces, and do that kind of organization so that you build your fences the other way. It is not only one-way communication. You go where parents are comfortable.

That is a key issue, as well as identifying strengths, matching involvement to what parents have to offer—and that does not come easily. That takes real training for teachers and for staff to be able to identify and match needs—just as they have to match in their classroom learning styles for their children and how they are going to produce a certain lesson and a lesson plan. It just does not happen, and they have to take a real proactive issue this way of making it happen and identifying the styles and what parents can actually give.

I think those are two very, very important denominators that go across the board.

Senator DODD. Let me add to the question and ask both of you to comment on this last question I have raised. That is, to what extent is the parent's level of education a significant barrier to breaking down these walls to participation?

Mr. Zorzi?

Mr. ZORZI. That is a really very important point. If I were to expand anything, I think I would try to expand the parent education component. Parents are often intimidated just because of their own educational experience, as you mentioned earlier. In the VISTA program at Cramp, the two parents who are working with other parents on reading to young children came to me and said, "We have lots of parents who want to volunteer, but they do not know how to read, either," so they are trying to refocus—sort of surreptitiously, because it is not written into their description as well—they are trying to refocus into parent education.

I think I would like to respond to the question in this way. I think we really need to rethink the schools into community centers, into the center of the community. It is not just a place where a parent sends a child, and the teacher stuffs his head with something and sends him back home again. Especially in the inner city, we need to be a place where the parent can go for health services, maybe for welfare distributions, for any kind of help they might need; it all has to be there. We have sort of a captive audience.

I worked for almost 2 years to try to arrange for one of the local counseling agencies, the child psychiatry center, to have a therapist on site in my school just 1 day a week, for children and families, and we were finally able to arrange that. Now they have an after-school program that works with kids every day of the week, 3 hours a day. We have got to be the center where they can come, and where they see us as a resource for all of their needs. Then they will see it as a welcoming place, and their children become a real important part of that.

Senator DODD. Mr. Taylor?

Mr. TAYLOR. I would agree with that. My perspective from the standpoint of Youth Guidance is I like to think of it almost as a management issue, that we have to change the way the whole education and counseling process is managed, if you will, and we have to recognize that it is sometimes seamless, the effect that we can have inside the school versus in the home, versus in the community. And a lot of what Youth Guidance tries to do—we are based in the schools, but we will work with parents, we will work with the police, we will work with community leaders—and most of the students that we deal with also live in public housing and are below the poverty level—so the issues are very complex, and you cannot address them just within the context of a school. You have to work with the parents and the other members of the community, and in that way—because as Mr. Zorzi said, the students are not just dropped off.

One stakeholder in this whole dynamic here that I think is really being asked to make a sacrifice is the teacher, in the sense that the model in which they often operate is changing, and they have to make some major sacrifices in terms of the way that they have managed their classrooms and the level of autonomy that they have had, and they are being asked to share that platform with parents. In the schools where we work, that is one of the big issues in terms of the common denominators; it is the principal, in terms of working with the parents, and it is teachers, but it is also the teachers in managing the actual classroom, and how receptive are they.

And when those two elements are in place regardless of the education level of the parents, they are willing to get involved. There is almost no correlation. I think Mr. Wilkins earlier made the most cogent point on that front as far as saying as soon as he could get on the school bus and bring his son, there went the barriers.

We see that, and I think that relates to some of the work that you all are doing in terms of providing the incentives for increased parental involvement, if you do not overlook those types of things, because it literally comes down to getting on the bus.

Senator DODD. Barbara, do you have any comment on that last point?

Ms. TOMAN. I really agree with that. That is a big piece of it, and that is one of the areas that we talk about with the diverse ways that you can get to parents to bring them the information that they need to be more effective and to do that mentoring process for parents to then teach parents. That is wonderful.

Senator DODD. I always try to be careful of the cookie-cutter kind of thing, because our communities are different. I authored the legislation on the family resource centers, and one of the first ones happens to be in Connecticut, and in fact, you may be familiar with it. It is over in one of the poor areas in New Haven, where there is a lot of public housing. It is actually across from a magnet school. Across the street was a former elementary school that had fallen apart, but we are putting the family resource center literally across the street from the school in this case, so it is in the neighborhood. It happens to be coincidental that that is happening in that particular case. But we announced the program there about 6 or 8 months ago, and it seemed to me to be such a perfect location—it turned out to be serendipity, not by intent—the idea of having that complex. In this case, we are talking about a poorer neighborhood, but it could work even in affluent neighborhoods where you have things like the community center for the older citizens, with the hot lunch programs. There is more of human involvement in the place, so that the nature of it strictly as a school changes and it absorbs other elements in the community.

Now, I have the feeling that each community may be different and so we have got to be careful about doing that.

What is your reaction to that? Is my caution a wise one here, that it does not necessarily apply everywhere?

Ms. TOMAN. I would like to think that you are correct along the lines that, again, you have to address the more efficient use of the personnel. I am thinking again of smaller communities where to have a family resource center in every school would not be efficient. You are stretching everyone a little bit too far. Whereas in a larger school district, where you have larger concentrations of families needing services, and most definitely in the urban areas, where getting parents into the services that they require is difficult to say the least, it fits.

So again, it is not, as you said, cookie-cutter. It is not in every place the same thing. You really have to mold the programs and the social programs.

I was at a meeting on Tuesday night in my home town, and people were criticizing the fact that, well, if you want to bring more social services into the schools, isn't that saying that the teachers have to do social services. The average voter does not understand that you are not saying is the teacher now has to take care of this. You have to dispel that kind of myth or fear that, my gosh, the teachers are now going to drop math to teach something else, or to take care of these problems, at-risk children, and things like that, but the fact is that you are just going to more efficiently redistribute the resources you have.

Senator DODD. Yes. And it can be something as simple as travel. For those of us who do not have to rely on some sort of public assistance—although some people might think Members of Congress fall into that category—getting to the grocery store, to the dry cleaner, to the bank, to the insurance, and so on is tough. It is tough to get everything done, whether you are a single parent raising a family, and you are doing all of it, or whether there are two income-earners, trying to get it all done.

Someone made the comment earlier—it may have been you, Barbara, or Ms. Doores—about the whole idea of freeing people up so they can focus on their children, and a lot of these other things can crowd out the schedule. To the extent you can make people's time more efficient for the things they have to do, so they can do it in a single venue, it seems to me would make sense.

Mr. TAYLOR. I would say even from the perspective of the school itself. When I was growing up, you would go to school, stay after school and go to Spanish Club, and stay after that and go to basketball practice, stay after that and practice in the orchestra, and then go home at 6 or 7 o'clock at night. Many of these schools are like forts, which are shutting down 1 minute after school is over. If you want to recreate those services, really, if you have one of these centers nearby is really effectively doing the same thing in two or three locations, but in the same proximity.

So even though I think it works at some of the more affluent schools, in some cases, those things are happening in the schools themselves in some of the more affluent areas, and you are getting a number of those other types of services for the children. If you are doing it in some of these inner city neighborhoods, where you really have to unbundle, if you will, those kinds of activities and support systems, it would at least be helpful if they were closer, physically, together.

Mr. ZORZI. I think the idea of flexibility in terms of placement of family resource centers is probably necessary in some cases, but I think the concept of the family wrapping around the children and wrapping around the school is really important to maintain. That is where the children are, and that is where the parents' focus is, appropriately, and that is where these services need to flow from, I believe.

Senator DODD. I agree.

Ms. TOMAN. If I may—the wheels are rolling up here—a way of selling the idea of the need for these services to be more closely based, near the education center might possibly be to acknowledge the fact that even in affluent communities, when parents are looking for these services for their youngsters, very often, these service are only available during the daytime hours, so they are pulling their kids from class, from "time on task"—a wonderful educational phrase—for half an hour to get to the service, for a one-hour appoint, and half an hour to get back—2 or 3 hours of learning time, if the child even does return to school. So if we can say that having these services more available, closer to the school center, will mean that that child can stay in the classroom and participate for longer periods of time and have less disruption in the school setting, that is a big point.

Senator DODD. Yes, I think it is, too.

Mr. ZORZI. Good point.

Senator DODD. Well, this has been very, very helpful, and I could ask you dozens more questions, but I am probably stretching this a bit with you. It has been very, very helpful for the committee to have your insight and your thoughts. I would just commit to you that as we look at the reauthorization, we are going to make parental involvement a very strong part of it. I am not convinced in my own mind yet how to achieve this. We will have to talk to some others about how to do it, but you can be sure that we are going to have some very strong incentives for very significant parental involvement. This will, I think, follow and track what we have been doing more recently, and that is to appreciate and understand the successes that are occurring out in the countryside; allow the flexibility for districts and schools to achieve the desired results through the means that most effectively apply to them; but nonetheless to try to get some real meaningful resource allocation focused in that direction.

So I am particularly grateful to all of you for taking the time to come down and share your thoughts with us.

Again, Mr. Zorzi, I think you are going to have to get a bigger coat at some point to get all those buttons onto it. I think it is a great idea, a great concept.

Mr. ZORZI. Thank you.

Senator DODD. Mr. Taylor, we thank you. Come back to Connecticut. You are welcome any time, obviously.

By the way, I said Mrs. Comer was ill; she actually passed away two days ago, and I apologize for not being aware of that and mentioning it here. It is a tragic loss. She was a very fine person.

Barbara, thank you.

Ms. TOMAN. Thank you.

Senator DODD. Before the subcommittee concludes, let me also thank Margaret Smith from the office of Senator Pell, the chairman of the Subcommittee on Education, who has done a magnificent job over the years; and Emily Wolf, who is a fellow on the Children's Subcommittee, who is very much responsible for the success of today's hearing, and I did not want the hearing to end without mentioning them.

We will leave the record open for any additional questions or comments, but barring that, the committee will stand adjourned.

[The appendix follows.]

APPENDIX

PREPARED STATEMENT OF MARIANA G. DOORES

Good morning ladies and gentlemen and thank you for inviting me to speak with you about the Head Start Transition Project. My name is Mariana Doores and I am principal at Beall Elementary School located in Rockville, Maryland. Beall draws from an extremely diverse population in terms of socio-economic level and racial, ethnic and cultural backgrounds. We serve 702 students from Head Start through grade five.

Three years ago I was approach by the Director of Head Start who asked if we would be interested in being part of a federal grant which would extend Head Start-like services to the Head Start children as they moved up a grade in school. We jumped at the chance! For too long I had seen parents and students receive Head Start services which stopped after their Head Start year—just as the parents were beginning to trust us. Parent energies turned to finding new contacts and new supports. Their involvement in school dropped off dramatically. To hear that we could now continue these services to families as their children moved to a new grade level was great! Three years later I am amazed at what parents and staff have been able to accomplish with the support of the Head Start Transition Project personnel and funding.

We began with the training of Head Start and Kindergarten staff on the components of the Head Start Program and what worked in that program. We paid particular attention to keeping parent involvement high. We discussed parent needs and what would cause a parent to withdraw from active involvement.

And with all that in mind we did the following:

We worked with the Transportation Department to insure that parents could ride the school bus, that the busses would never be filled to capacity and that younger sibblings could ride the bus. Thus parents always had access to school.

We planned child care with developmentally appropriate activities for children ages 2 months to early teen years during every parent and governing board meeting, while parents volunteered in the classroom, and at Family Nights Out.

We talked about a welcoming environment, home visits, notes and newsletters home and how to access help for a parent in need.

We talked to parents about what they wanted and needed not only for their child but also for their family.

We hold monthly parent meetings in the daytime while children are in class. Topics have included child development, nutrition, Parent Involvement in Basic Skills (PIBS), first aid, health education, arts and crafts, consumer information, parenting skills, community resources, employment skills, financial counselling, multicultural exchange of foods and customs, sexual abuse and self-help/self improvement.

We hold monthly evening meetings which include dinner for all, group discussion for parents, and activities for the children. A facilitater solicits parents' concerns and problems and helps parents work through them. Topics have included self esteem, discipline, dealing with hurt feelings, how to have fun with your family, creating quality time, holiday memories, sharing the joys and hardships of parenting and conflict resolution. These Nights Out are so popular that we have had to split them up by grade level.

We added Family Night Out For Spanish-speaking Families to address concerns that they had. Topics included preparing for parent/teacher conferences, how to job search, resume writing, job expectations and developing interviewing skills.

We send home activity sheets (Parent Involvement in Basis Skills—PIBS) in English and Spanish which help parents to understand what their children are learning and to empower them to teach their own children. Parents are offered training and the children take home a PIBS box filled with crayons, glue, scissors, pencils and paper.

We encouraged our parents to become members of the Transition Governing Board which sets the policy for how we operate. Eighteen parents in our school serve on this Governing Board. The Board is made up of parents, school, health, social service and community personnel and it meets monthly.

We provided each Transition child five books a year to support and encourage family reading. The books contain tips for parents on how to make reading an integral part of the family day and activities for parents and children to do with the books. We also included a feedback sheet.

We mandated that parents are invited on all field trips and are invited to all cultural arts events. These programs are funded from Chapter 1, the PTA and Transition money.

We develop an articulation format where the sending teacher, receiving teacher and parents meet to discuss plans for the child as the child moves into a new grade. The parents and the teachers share ideas and strategies to help the child succeed in school. The parent view has an equal weight with the teacher view.

Our Transition Nurse screens students, sets up referrals and follows up on identified problems. She provides health instruction in the classroom and at parent meetings. She gives children dental and personal hygiene items to use at home. Now we are recruiting dentists who will provide dental care to our families. Our nurse works closely with the Family Services Coordinator, the teacher and the parent to coordinate the well-care program for each child. The dental clinic in Rockville, mentors from the Montgomery County government, Lions Club, Pearl Vision, City of Rockville and General Electric have supported our families who have dental, vision, food or clothing needs.

We work closely with the Department of Social Services to help parents develop and plan short and long term goals. We refer families to Single Point of Entry and take them to meetings and appointments. We stay with them and give them emotional support as they work through their problems.

We continue to hold monthly training meetings for all school staff involved in the Transition. Topics include developmentally appropriate practices, use of PIBS sheets, Family Reading Project, field trips, social services and health services needs, and parent involvement.

Beginning with the parents first contact with school we strive to build a personal relationship, which leads to trust, which leads to parent involvement in their child's success in school. Then we truly become partners in the education of their child. All that we do helps to remove any obstacles to that true partnership. The Head Start Transition Project has provided us the means, the personnel and the training to develop this home-school-community bond.

PREPARED STATEMENT OF DAVID CARDELL WILKINS, SR.

Mr. Chairman, and Members of the Committee:

Good Morning. My name is David Cardell Wilkins, Sr. I currently live in Rockville, Maryland, with my wife, Diane. and our two children, Diamond (age 6) and David, Jr. (age 3).

Headstart:

My daughter, Diamond, began Headstart at Takoma Elementary School in Takoma Park, Maryland in September, 1991. My family moved to Rockville in November, 1991; so Diamond completed her Headstart education at Beall Elementary School. The teachers and staff at Takoma Park were supportive and friendly, so we hoped that this would continue at Beall; but we did not know what to expect. My wife found the staff at the Headstart office efficient and friendly. The staff informed her step by step as to her responsibilities and theirs. In no time, a home visit was scheduled and Diamond's new teacher and teacher assistant were knocking at our door. The home visit allowed the teachers to see what type of environment Diamond lived in every day, to get a feel for my wife and I, as parents; and it gave them the opportunity to test Diamond in a comfortable environment. Diamond was excited and at ease with her teachers, so she looked forward to going to her new school. We learned about parent classroom participation, field trips, workshops, and more. During the school year and on many occasions, I had the opportunity to volunteer in Diamond's classroom. Her teacher and I became good friends and still are. I enjoyed helping to teach and interact with the children and Diamond.

She is the missing piece that brings continuity and love back into your family and gives you a purpose in life. She is able to relate to you on all levels, regardless of whether you are Black and she is White; you are Hispanic and she is Black; whether you are Jewish and she is Catholic; or whether you are on public assistance or are employed and make $30,000 a year. Through Headstart Transition funding the Coordinator supports you with love, clothing and shoes for your children, a ride to medical appointments, social services, work, or to court. They don't just take you there and drop you off, they are there beside you if you need the support—most of the time, they know when you need it without asking. The Coordinator has helped my wife and I work through marital difficulties, helping to make our bond and family much stronger. I could go on forever. The Coordinator's strength and determination rub off on you and you begin to do things without even realizing it. Sometimes you feel like you need to pay her out of your own pocket or figure a way to give some back. But you know if you keep moving on and can one day stand on your own two feet without her help, she will feel her job has been well done and she has received her pay. My family's coordinator has been and will always be very special to us. She always goes beyond the call of duty, and we love her dearly. I must mention her name, Gaye Monaghan. I want the record to reflect it.

We have monthly Family's Night Out where the Coordinator or other staff provide transportation to your family to school, provide dinner, babysitting, and the parents have our own support rap session.

This made me feel important and needed as a parent. I was a very important part of the classroom because not many of the children had fathers in the home and they looked forward to interacting with a "classroom dad". The parents -attended nutrition, health, parenting, financial, and educational workshops, as well as field trips together. The parents and children were from all different nationalities and backgrounds. We could barely understand each other's English in the beginning of the school year, but quickly we shared knowledge, skills, social activities, and children. Near the end of the year, we were speaking each other's language and were like one big, happy, international family. WE all still care very deeply for each other and each other's children. We always chat, smile, and talk about those days and our children when we pass in the grocery store, parks, etc. We ended the year with a big picnic. It was a happy, yet sad occasion. My wife and I received recognition certificates for our volunteer efforts. We never expected recognition. Headstart had given us so much already.

Headstart Transition:

During the transition time, we lost old friend, gained new ones; the classrooms were bigger and had more children. It was easy to get lost. Beall Elementary gave to us educational assistance for Diamond through Chapter 1 services. Headstart Transition gave to us a Family Service Coordinator. A Family Service Coordinator is to provide support services to the Headstart families, but this is an understatement. A Family Service Coordinator is the mother you never had, the link to your family that you need to have.

The children get to play together and the parents get to meet one another and socialize and share the joys and challenges of parenting. I like to come early to the Family's Night Out often to help set up for the families coming, to serve food, or just stay late to help clean up. In our rap sessions, the parents would get into a circle and would talk about the concerns we have about our children. I really enjoyed this because it helped my wife and I see that other parents shared some of the same concerns that we have. We also got to share and receive suggestions from staff and other parents. As the year progressed, more parents opened up and were not afraid to talk about their true feelings—this made our group special. At the end of kindergarten year, we had a Family Day picnic and mini camp workshop session. We all had fun and learned a great deal.

Even today the entire transition staff and Beall Elementary School staff openheartedly supports our family. It is because of this school-home-community relationship that we live in harmony, educational, and cultural peace. Diamond has a great attitude about school, her teachers, and her community. She still has to visit each teacher periodically, give each a Valentine's Day card, and each a present during staff appreciation week. It costs us, but it is worth it. No one from the outside could tell our Diamond is from a low-income home. She ranks educationally and socially with the rest of the class. Thank you for your time.

PREPARED STATEMENT OF TOM SCHULTZ

Mr. Chairman, I am Tom Schultz, Director of Early Childhood Services at the National Association of State Boards of Education (NASBE). I am pleased to testify today on the issue of improving the connections between Head Start and other early childhood programs and the public schools. I am currently directing a national field research project on the contribution of early childhood programs to education reform, funded by the Office of Educational Research and Improvement of the U.S. Department of Education. However, my connection with this morning's topic began in 1971 when I worked as a consultant to the Project Developmental Continuity', a national demonstration project to improve relationships between Head Start and local public schools, a precursor of the present Head Start Transitions Project initiative. More recently I served as a member of the Advisory Committee on Head Start Quality and Expansion and Chair of its Subcommittee on Continuity With Schools.

NASBE and members from state and territorial boards of education are increasingly concerned with the challenges of creating a more seamless, comprehensive, equitable system of early childhood and family support services and linking those programs to our public education system. Our previous policy reports, Right From the Start and Caring Communities have promoted a vision of early childhood which begins with prenatal care and extends through kindergarten and primary grade programs to assure the healthy development of children, active and informed involvement of families, and high rates of success in learning in the crucial early years of life.

I have three simple points to make in my testimony:

High quality early childhood programs make a positive difference in the skills, knowledge, confidence, and social capacities of children and families.

All too often, public schools fail to sustain this positive momentum when children and parents move into kindergarten and the primary grades.

We should take advantage of current legislative reform in Head Start and Title 1 programs to create incentives for more effective partnerships between schools and early childhood programs.

The Positive Effects of High Quality Early Childhood Programs

Every policy leader in America is now familiar with the statistical evidence on the positive impact of Head Start and other high quality child care, family support, and preschool initiatives. I'd like to augment this quantitative data with examples from our recent case studies of seven exemplary early childhood agencies. In particular I will highlight three examples of how good early childhood programs work to support and involve parents:

The James E. Biggs Early Childhood Center in Covington, Kentucky's school system welcomes 262 four-year-old children to its classrooms each day and provides extensive opportunities for parent involvement. Last year, 112 parents participated in the Center's 12-hour training course to prepare themselves to assist teachers in classrooms and then contributed over 1600 days of volunteer time to the Center. In addition, over 100 fathers show up with their children for periodic "Dad's Night" events.

Child Development, Inc. in Russelville, Arkansas, the Head Start grantee for eleven rural counties, provides a wide range of part-day and full-day classes for children, as well as homebased parent education and adult literacy services to its 2300 families. Parents say the following things about the impact of this agency's work:

"Before I became involved with CDI I was terrified of going anywhere. I didn't want to leave the security of my house. If I hadn't been in the program, I wouldn't have my GED, I wouldn't have volunteered at our elementary school and I wouldn't be registered today as a student at Arkansas Tech. University'."

The Fairfax-San Anselmo Children's Center in Marin County, California provides child care to ninety low and moderate income families with children from 2 months through 10 years of age and provides extensive outreach and support to parents. Here is what Superintendent Frank Kelly of the local Ross Valley School District says about the agency:

"What I've seen over twenty years is the Center being a place where parents can go and connect with an advocate . . . I think of young kids who came in as high school dropouts with babies and learned how to take care of their kids, how to care for themselves and how to develop a positive self-concept that they could reflect back to the children . . . Here were people that were a burden on society, and they learned to elevate themselves into productive human beings . . ."

These testimonies demonstrate the efficacy of investing in high quality early childhood initiatives. In addition, they suggest that public schools have the opportunity to take advantage of a cadre of skilled and motivated parents and children coming from early childhood centers into elementary schools each year.

A Fumbled Opportunity: Glitches in How Schools Receive Young Children and Families

"We try to stir up the love of learning in children and hopefully it transfers. But I've seen some kids who are turned off to learning in kindergarten. In Head Start we talk and interact with the children in activities, but in some kindergartens the rules are 'sit in your assigned seat and do your work.'" (Head Start teacher, Child Development, Inc., Russelville, AR.)

"Many of our families move from being curious to attending meetings, from being involved in an activity to taking a leadership role, from being an advocate in our community to going before the state legislature to support a bill. But after they leave us, there's often a total drop off in involvement, because the public schools are not viewed as welcoming parents to engage in activities or in planning. Unless you are sophisticated enough to know how policy is made at the school board level, it is hard to see what your role is. So parents become very frustrated." (Barbara Shaw. Executive Director, Parent-Child Development Centers, Inc., Oakland, CA)

These two quotes, gathered in the course of our recent field research define two problems in the relationships between our nation's early childhood programs and our public schools. First, in too many instances, children who are turned on to engaging, active, developmentally appropriate forms of learning are stymied when they encounter less responsive forms of instruction in the early school years. Second, many parents become accustomed to substantial involvement in assisting in early childhood classrooms, participating in policy decisions about the program and receiving substantial parent education, adult literacy and other services. However, when these parents move into the public schools, they sometimes encounter more limited options for engagement in their child's classroom, fewer resources to support their involvement, and more wary or grudging attitudes towards their participation from school administrators and staff.

Early childhood programs are far from perfect and there are many exemplary elementary schools which do superb work with children and families. However, I have heard a sufficient number of accounts such as those cited above to be convinced that we need enhanced efforts to improve the response of schools to children and families at the early elementary grade level. To bolster this contention, two recent national studies found substantial discontinuities in practices in early childhood and kindergarten classrooms:

Prekindergarten programs provide an average of one staff member for each 9.3 children, while in kindergarten classes the ratio increases to 1:16.7. (Seppanen, p.100)

Ratings on an observational scale designed to assess adherence to developmentally appropriate forms of instruction and activities revealed 40% of the prekindergarten teachers were rated as using appropriate practices "very much" while only 17% of kindergarten teachers were so rated; while only 8% of kindergarten teachers were observed using inappropriate practices "not at all" as compared with 40% of the prekindergarten staff. (Seppanen, p.103).

58% of parents of prekindergarten children report talking with teachers on a daily basis, while only 23% of kindergarten students do so. (Seppanen, p.128)

Only 50% of a national sample of elementary schools offer opportunities for parents to serve on school committees, and only 37% provide parents education workshops. (Love, p.45). These are mandatory forms of parent involvement in every Head Start program.

Policy Recommendations

Bill Galston, President Clinton's Deputy Assistant for Domestic Policy and a member of the Head Start Advisory Committee provides a useful image to depict the ideal relationship between Head Start and Title I. He argues the programs should form segments in a multistage rocket, where two major federal initiatives create a powerful synergistic impact on the educational success of at-risk children. Instead, at present the Head Start "engine" is succeeding in the lift-off phase for most of its participants, but the Title I "booster" is frequently misfiring, allowing gravity to pull children and parents out of their higher orbit.

Fortunately, Congress is in a position to have considerable impact on this problem, due to the coincidence of major redesign ad expansion of both Head Start and Title 1 this year. As you know, the Head Start Act Amendments of 1994 require every Head Start grantee to coordinate with local education agencies in creating procedures to transfer records, to promote communication between Head Start participants and school staff and to provide support for joint staff and parent training. The Administration on Children, Youth, and Families will continue to fund their thirty-two Head Start Transitions Programs for an additional two years and the Head Start Bureau is supporting a contract to create materials and provide training and technical assistance on transition issues. In discussions of these proposals in the Advisory Committee and with the Head Start community, the major concern is that Head Start grantees will be held accountable for creating new partnerships with public schools, but there is no parallel mandate placed on school administrators. Title I reauthorization offers an important opportunity to rectify this apparent imbalance.

Based on our review of the Administration's proposal and provisions enacted in the House of Representatives, we recommend the following ways to improve the influence of Title I on instructional and parent involvement practices and to encourage more positive partnerships between schools and community early childhood programs:

Require that schools collaborate with early childhood program leaders, including Head Start Directors, in formulating overall needs assessments, strategies, policies, and allocations of resources in Title I programs, especially schoolwide projects.

Create explicit provisions encouraging the use of Title I and Title II resources to support joint staff development strategies and activities, to bring together teachers from kindergarten and primary grade classrooms, Head Start centers, and other community-based early childhood agencies to receive training on curriculum, instruction, and assessment issues and to exchange information and perspectives on how they are working with children and families.

Expand parent involvement provisions in Title I to explicitly target outreach efforts to parents of entering kindergarten students, and to take advantage of the capacity of parent leaders and volunteers from Head Start and other programs. Schools should be welcoming their involvement in school programs, providing training and support in connecting them with Title 1 and other school- and district-level policy committees, and engaging them in the new proposed Parent-School compact mechanism.

Let me close with two caveats. First, in my experience, effective collaboration depends on mutual respect and trust by leaders of the partnering organizations. Neither Head Start nor Title I legislation can directly influence these personal relationships. However, federal policy can provide resources and incentives to overcome the costs of reaching across organizational boundaries—and it can provide requirements which may nudge skeptical or reluctant local managers to work together in new ways.

Second, we should consider recommendations to promote transitions activities within the full context of other policy changes in Head Start and in Title I. In both systems, we are creating ambitious agendas for structural reform and quality improvement. Key leaders in responding to transitions provisions in these bills (Head Start Directors, state and local Title I Directors, and school principals) will also be responsible for implementing a complex and demanding set of other changes in policy and practice. For example, Head Start Directors will be dealing with new requirements for staffing programs, enhanced parent involvement requirements, new opportunities to serve young children and to serve children in full-day, full-year modes of service, and new requirements for community-based planning and needs assessment. Similarly, Title I programs have expanded opportunities to utilize school-wide strategies, adjustment to higher levels of expectation for student learning, new forms of performance assessment, and new forms of parent involvement. These other mandates will complicate the minds, calendars, and budget planning of early childhood and school managers. However, our hopes for smoother transitions and greater success for children and parents ultimately depend on high quality services and exemplary professional practice in both the preschool and the early school environments.

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PREPARED STATEMENT OF BARBARA TOMAN

Senator Dodd and members of the Subcommittee on Education, Arts and Humanities, I am Barbara Toman, Connecticut State PTA President. I am here today representing the nearly seven million member, National PTA. Your request to hear the parents' perspective on the role of families in public education is greatly appreciated and I thank you for this opportunity.

As you might suspect, across the country, parent involvement advocates are applauding the passage of the Parental Participation Goal, adopted as part of the recently enacted Goals 2000: Educate America Act. For the many parents who have struggled to be heard and accepted, allow me to thank the Senators for their support of the amendment.

Until the passage of Goals 2000, the U.S. had no inclusive federal policy that acknowledged or encouraged parent involvement in schools or educational decision-making. While Head Start, special education and Chapter 1 programs incorporate parent involvement mandates, in general, the philosophy of parent involvement in education policy was neglected or minimized. Now, goal number eight validates the important role of parents in education and is a significant victory for families.

To assure all states and localities use Goals 2000 to forward parent involvement policies, the National PTA will disseminate to its 34,000 local units recommendations on how parents can advance the goal as well as participate in the development of educational standards. Equally important, PTA will advise parent activists on how to ensure the goal is implemented appropriately at all levels.

But the push for a parent/family involvement edict at the federal level cannot end with Goals 2000. To sustain meaningful parent involvement, government must see this as a cross-cutting issue . . . affecting public policy decisions that range from establishing stronger Chapter 1 mandates to requiring work-place flexibility and release time.

As examples, I offer a glimpse of some of Connecticut's endeavors to encourage parent involvement in education which are diverse and which strive to meet the needs of the local community.

The Connecticut Businesses for Education Coalition (CBEC), for example, sponsored the "Take A Parent to School Day" on March 10. This event was promoted through partnership of the Connecticut Executive and Legislative branches, the Connecticut State Department of Education, the Connecticut Association of Public School Superintendents, The Connecticut Association of Schools and the Connecticut Parent-Teacher Association along with the business community. With adequate lead time in the media campaign, parents and businesses were able to make necessary scheduling adjustments. "Take A Parent to School Day" validated for working parents that employers recognize a parent's responsibility to support their child's education. Additionally, this event told students that what they do in school each day is valued by the economic community of Connecticut. This is a powerful message that school and family partnerships are important.

In my own hometown of Trumbull, the PTA Council and Trumbull Family and Youth Services Bureau offer another approach to fortifying home/school/community ties. "Kids First" is an annual conference organized in cooperation with Trumbull PTA Parents and Children Together (PACT) and Trumbull High School PTSA. Workshops on a variety of topics of concern to teens are organized and facilitated by students for students. Students, faculty and parents attend the sessions. To forge broad-based community interest, six high schools from the Bridgeport, Fairfield and Trumbull areas have 200 teens participate.

E. B. Kennelly Elementary school's commitment to increasing parent participation is demonstrated in its outreach to its diverse populations. The school, located in Hartford, distributes bilingual brochures and flyers. Parent-teacher conferences become more meaningful as the needs of the multilingual, multicultural community are addressed. Every effort is made to provide childcare to enable more parents to participate.

An unusual, but successful parent involvement campaign fists through the Travelers Corporation PTA in Hartford. Travelers Corporation matches dollar for dollar any money generated from PTA memberships. The membership, with aid from the corporation, brings in guest speakers and other resource persons for the PTA meetings. Employees are encouraged to use lunch hours for education-related meetings with the corporation providing the meeting space. Sick employees and employees who are otherwise unable to attend the meeting can participate in the session with the use of the Travelers' telecommunications system. Perhaps the most unique aspect of the Travelers' PTA is the diversity of its membership. Active participants include working parents, grandparents preschool parents and non-parent participants.

Briefly let me also mention the New Hartford PTA. Just three years old this rural PTA is the Connecticut Advocates Award winner as outstanding unit for 1994. This school is a role model for taking parent involvement into the community. Using a multimedia campaign that included newspaper articles, letters to the editor and the use of cable access programming, the PTA informed the public about the education budget and other important policies. Today, most New Hartford citizens regard the school as belonging to everyone and everyone's responsibility.

These are some of the success stories in Connecticut. But problems abound. Not every school has an open door policy, and some school personnel have a limited vision of parent involvement. Too often, parents are instructed that reading to their children at home constitutes parent involvement. While reading to one's children is good parenting, this alone is not parent involvement. Instead, parents must be active in all facets of the learning process, including classroom activities. Equally consequential is that parents be advocates. They must be partners in school governance and decisionmaking. Parents belong on school restructuring teams and hiring committees. Parental input on discipline policies, budget decisions, curriculum determination and other issues should be requisite.

In Connecticut, public education advocates and policy makers have crafted a legislative package that would recognize parents as legitimate stakeholders and give them access to school decision-making activities. This week the State legislature is expected to pass a school reform bill, House Resolution 5669. When enacted, the bill will require pre-service and in-service training of teachers on parent involvement. Further, school boards will be required to adopt parent involvement policies. Brochures that plain parents their rights and responsibilities must be written and widely disseminated. And while the legislation would not compel districts and schools to launch site-based management practices, the language strongly encourages this activity.

Across the country, parents and educators require more support of this kind The Federal government must be an equal partner in providing that assistance. Your leadership, and the leadership of your colleagues, can help dismantle the impediments that keep parents from participating fully in children's classroom activities or local educational improvement efforts.

The problems parents confront in Connecticut are the same difficulties parents encounter all across our country. To begin with, many parents lack even the most basic of in formation about how the school systems operates. If they want these details, they often don't know where to begin looking. To complicate matters, parents are often short of time and they are stressed out trying to juggle schedules and commitments. The majority of parents must take time-off from work in order to participate in their children's instructional activities. For parents who are paid by the hour or are employed by companies that offer limited benefits, time-off from work—even to take part in a school function—may mean a loss of income. How can parents be asked to decide between putting food on the table or participating in the education of their children? Even participating in after-school meetings and committees can be a hassle when parents must make child care arrangements.

Teachers and other school personnel are stressed too. Frequently, resistance to parent involvement is the result school staff being denied adequate information, training and support services. Limited education budgets prevent districts and schools from developing the programs essential to ensuring effective communication and collaboration among parents and the appropriate school personnel. Adequate funding is needed to: provide school staff with in-service and pre-service education on parent involvement; mentor parents on how committees work and include parents in decision-making roles; help parents develop skills needed to improve parenting abilities; provide parents with information about what children are learning in school and how parents can continue that learning at home; create two-way home-school communication about school programs and children's success; assure that community services and other support programs are well coordinated with the education programs; offer opportunities for parents to participate in classroom activities; encourage partnerships with businesses to allow working parents up to eight hours off per year to work in their child's school; and create more school-based preschool, early childhood education and child care programs with a goal of successful transition into the more formal K-12 setting.

The truth is that dollars do drive program agendas. If Goals 2000 and, in particular, Goal Eight, is to succeed, schools will need more money Senator Dodd, I recognize that the committee is an authoring and not an appropriations committee, but the record should reflect that funding must be augmented to support education improvement efforts.

Adequate funding for Department of Education activities to support family involvement is also important. The National PTA is currently working with Secretary Riley and the Department staff to help identify the goals for the federal role in supporting parent and family participation in education.

At this time, I'd like to talk more specifically about the Chapter 1 program. To assess the effectiveness of Chapter 1's parent involvement provisions, The National PTA, working in conjunction with the National Coalition of Title I/Chapter 1 Parents and the National Center for Law and Education, conducted a survey of Chapter 1 parents. The results of the survey were presented at a press conference in April, 1993. At that time, National PTA reported that just 54.7 percent of the respondents said they were aware of a written policy for parent involvement. Since a written parent involvement policy is mandated by law, one might conclude that either school districts are not complying with the law or they are not drawing parents into the process.

Similarly, only about half of the respondents indicated that parents in their school districts helped to make decisions about Chapter 1 goals, budgets, improvements and evaluations.

The questionnaire gave respondents a chance to write open-ended comments about the Chapter] program. One parent wrote that "I do not know of any parent involvement in this school." Another responded stated that "LEA's no longer feel they have to involve parents in the ongoing development and evaluation of the Chapter 1 program."

Some parents suggested changes to the law. For instance, one respondent proposed that "new parents should be mentored to teach them about how the different committees and positions function . . ." Another felt that "parent involvement

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should be mandatory similar to Head Start Programs." And yet another noted that "in the parent involvement section of the law there should be more mandates and stronger language as to what the (school) district must do, instead of may and shall do."

In Connecticut the Chapter 1 parents have formed a PTA unit. This affiliation furnishes Chapter 1 parents with parenting resource materials and leadership training opportunities. In a like manner, Connecticut PTA has benefited through this cooperative venture that has brought focus on the diverse needs of Connecticut's educational community.

In regards to federal policy, National PTA likes the Chapter 1 parent involvement provisions recently adopted by the House in H.R. 6, especially the parent-school compacts. Still, this proposal should be strengthened. For example, at a minimum, the law should require that: 1) at the beginning of the school year, each school and each district have a meeting for parents, teachers and administrators that outlines the rights and responsibilities of parents and school personnel; 2) annually parents, teachers, administrators and school district official jointly develop the parameters of Chapter 1 application, including the evaluation instrument; and 3) that parents, teachers and administrators meet throughout the year to assess the student's progress.

The National PTA would argue that the law be amended to require that districts lose their Chapter 1 funds if they fail to make reasonable efforts to create meaningful parent and family involvement policies. Language should also be added to the law that would require the U.S. Department of Education and state Chapter 1 offices to increase the monitoring of districts' and schools' implementation of parent involvement policies.

For parent involvement to succeed, we must begin to look at families as instructional units. As such, we must wage an aggressive campaign to eliminate barriers and change the way schools and businesses view families. Just as we look at the "whole child," society must begin to look at the providing educational and developmental support for the "whole family."

Towards this end, policymakers must help provide incentives for businesses to provide release time for parents and adopt work environments conducive to family involvement in education. Leadership will also be needed to ensure that schools and school districts implement polices that get parents involved, and provide teachers and parents with support services.

The challenge of Goals 2000, ESEA and other education improvement efforts is in getting all parents involved. There is a strong push by some to oppose education improvement efforts, but an effective counter to this movement is to broaden the discussion.

Parent involvement is a cost-effective proposition that benefits families, schools and communities. Parents learn new skills, gain self-esteem and become empowered in ways that enhance their work and social lives. Children benefit when their parents serve as role models and demonstrate the importance of learning.

Again, I thank you for the opportunity to address this committee concerning such a vital issue. As a working mother of three teenage daughters, I have had many personal experiences that active involvement in their education has afforded me. Over the past 13 years there have been a mature of positive and negative instances. Fortunately, I reside in a community that has made a commitment throughout its public schools to involve parents on all levels. Yes, parents continue to chaperon field trips, host birthday parties and volunteer in the media center. However, parents also participate in writing district policies, provide cost analysis of the financial base and impact the educational budget development thus giving a community-based focus to the direction in which our schools move.

In closing, let me state that when national policymakers help to fully involve parents in education, then all families can gain from the positive experiences. Parents are the primary role models for children. If our nation wants youth to participate more fully in their communities and become leaders, parents must have the opportunities to model this behavior. You can help provide this opportunity.

Thank you.

PREPARED STATEMENT OF STUART TAYLOR

Mr. Chairman, Members of the Subcommittee.

On behalf of the Board of Directors and staff of Youth Guidance, I am delighted to testify before you today. My name is Stuart Taylor. I am a 3-year Member of the Board of Directors for Youth Guidance, a nonprofit school-based agency in Chicago, and chair of the Comer Development Project which we have instituted in 14 of our inner-city elementary schools.

It is particularly compelling that this panel has asked Youth Guidance to testify on the reauthorization of our elementary and secondary education programs. 1994 marks the 70th year that Youth Guidance has provided much-needed assistance to at-risk families and children in our most poverty-stricken urban neighborhoods. At this time in our history, we are concentrating fully 100 percent of our efforts in 34 elementary and secondary schools to combat drugs, violence, teen pregnancy and a host of other problems that prevent our children from receiving quality education. While the tasks at hand are arduous, Youth Guidance is making a difference. We have forged positive partnerships with the schools—administrators, teachers and students—and our counseling, creative arts, school-to-work and systems change programs are beginning to show results.

As Members of this important committee, you will be instrumental in shaping the future of our public education system-a system in dire need of systemic change and bold new direction. Youth Guidance stands ready to assist the federal government, our state of Illinois and the Chicago Board of Education in this effort.

My objective today is two-fold. First, I want to acquaint you with the Comer School Development Program which focuses on parental involvement and child development as integral to the success of systemic reform. Second, I want to urge the committee to provide the necessary incentives in the reauthorization bill before you that will foster and nourish parental involvement as essential to any systems change that has a chance of succeeding.

Most of you probably are acquainted with the work of Dr. James Comer, a renowned child psychiatrist at Yale University and one of our country's most respected voices in the area of school reform. Dr. Comer, through his years of experience working with at-risk youth in our most troubled urban schools, has—in our eyes—captured the essence of what it will take to achieve meaningful and lasting reform. Although addressed simultaneously, Dr. Comer's model correctly assumes that changes occur in a chronological sequence: first, improved interpersonal relationships; second, improved social climate; and third, improved academic achievement. In other words, adults change first, which brings about change in the school climate, followed by changes in the students.

The goals against which the ultimate success of the program will be measured are as follows:

1. Improvement in students' efficacy as learners.
2. Improvement in self-esteem.
3. Increased parental involvement, including leadership roles.
4. Development of a more positive school climate, as evidenced by an improvement in relationships between teachers and among teachers, students and parents, and by an increase in school activities.
5. Development of a more positive academic climate, as evidenced by changes in children's interest in learning, and teacher expectations of students, including homework assignments.
6. Improvement in school performance: behavior, attendance, promptness, grades and test scores.

Because Youth Guidance is the guiding force for the Comer project in Chicago, our effort to effect systems change differs from others within the Comer family of school reform programs. Youth Guidance was chosen by Dr. Comer because of its 70 year history of expertise helping Chicago schools in the psychosocial development of children and families. Our already established presence in Chicago's inner-city schools helps immeasurably in paving the way for the fundamental need to improve relationships between students and their teachers and parents. We are, in every respect, the facilitator whose sole mission is to work for and achieve a school climate that makes learning possible. In the words of one principal, our Comer project is the "workhorse" of Chicago's reform program.

As I stated, parental involvement and child development are the cornerstones on which our Comer model is built and flourishes. Since the inception of our program in 1991—we began in 4 schools and now have expanded to 14 schools—over 400 parents are actively engaged in the management and activities of these schools. The Parent Program is building self-confidence, social and leadership skills. Parents are making a real and positive impact on student behavior. Most of all, school principals and teachers who—at the outset of the program—brandished little or no support for parental involvement—are beginning to appreciate what their presence in schools can bring to improving an environment where children can learn.

I certainly do not want to convey to the committee that involving parents in inner-city schools is easily accomplished. It is difficult—very difficult. Parents often lack the self-esteem and confidence that would make them willing and enthusiastic partners in a school setting. Relationships between parents and their children are often strained. Teachers and school administrators, as I stated, often consider parents as intruders rather than partners.

Recognizing these obstacles and barriers, the Comer Model Parent Program establishes three levels of parent involvement—in other words a gradual process of assimilation and training in all facets of a school's operation. The first level encourages parents, as part sofa neighborhood community, to familiarize themselves with the school. Parents are invited to attend school social activities at which time they can meet other parents, teachers and the principal. These social experiences provide a foundation for positive productive relationships and mutual problem solving. As the facilitator, Youth Guidance works to establish volunteer projects which might require just a few hours one day of each week to help out in a school. As parents begin to feel more comfortable and establish relationships, we, often with little prodding, find many parents moving to Level 2 which requires active daily participation in schools. Parents help teachers in their classrooms; they plan, organize and chaperon student activities either in the school or outside of the school on field trips. Finally, parents move to Level 3 which makes them active participants in school management.

The Parent Committees in our Comer schools are intended to play equal and integral roles on the School Planning Management Team, the Mental Health Team and local school councils. Through these 3 mechanisms, parents automatically have a voice at the table in developing the comprehensive school plan which establishes academic achievement goals, social climate goalsand public relations goals. As "players" parents then are able to provide input on staff development to meet the needs and goals developed in the comprehensive plan, as well as assessment and modification to identify new opportunities effected through orderly change and development.

It is our experience that this model supports Dr. Comer's three guiding principles, "No Fault", Consensus Decision Making and Collaboration—the three most important components any school must achieve to be successful in systems change and positive learning environments for children.

Although we only began our work with the Comer Development Project in 1991, we have moved ahead with preliminary evaluations of our programs through the work of three prominent researchers at Northwestern University. To objectively assess our six goals and outcomes against which they are measured, the evaluation includes "control" schools—in other words, schools where the Comer project is not implemented—to better gauge progress. Youth Guidance will utilize these preliminary reports and others to follow as a means to improve our services and modify program features. Thus far, we are pleased to find that in some schools parental involvement is making a difference, particularly in improving the attitudes and behavior of adults which, in turn, is improving the school climate for learning. I will submit these reports as part of my statement for the record.

Before turning to the important legislation before you, I want to impart my sincere belief that unless we change the way people—and here I am referring to adults—perceive each other visa-vis their roles in educating children, we have little chance to achieve meaningful school reform. The many models and approaches which focus only on standards, assessments and process will be lost if the school environment or climate remains hostile to systems change. We are talking about people here—people working together with a common spirit and purpose to make a difference. Parental involvement is critical to that goal.

I want to commend the members of this committee who helped shape the Goals 2000 bill which lays the groundwork for new incentives in our states and communities to move ahead with school reform. It is imperative that the legislation before you is crafted to support Goals 2000 by providing states, local education agencies and community-based organizations such as Youth Guidance, the maximum flexibility to do what we need to do.

First, I want to urge the committee to build upon provisions in H.R. 6 which encourage parental involvement. The House bill mandates that schools are required to develop a policy that will provide a framework for parental involvement, ensuring that at least 1 percent of Title I funds are spent on parental involvement activities. We applaud that initiative and request your consideration of increasing the earmark of Title I funds from 1 percent to 5 percent of funds for parental involvement programs.

Second, we strongly support the new Parents As Teachers program in H.R. 6 which authorizes the Secretary to make grants to states to develop and expand parent and fly childhood education programs. In addition, the Secretary would establish a Parents As Teachers National Center to disseminate information and provide technical and training assistance to states establishing and operating parents as teachers programs. We urge the committee to expand this program, recognizing that parental involvement is essential to systemic reform, to include support for schools and school districts that have implemented or wish to implement parental involvement programs.

Third, we ask the committee to give strong support to the Even Start Family Literacy Program which is particularly important to enhance successful parental involvement activities in our schools.

Fourth, we ask the committee to seriously consider the Administration's request to target Chapter I funds toward areas of greatest poverty. While we understand the rationale for the modifications placed on the President's proposal in H.R. 6, we believe the plight of our inner-city schools depends in large measure on maximum participation in the Chapter I program.

Finally, we ask the committee to provide federal support for the many private nonprofit community and school-based organizations which are trying with lots of soul but meager budgets to help our schools become safe places where children want to learn and are able to learn. We hope that organizations like Youth Guidance will be included as eligible participants in both formula and discretionary programs.

Mr. Chairman, Members of the committee, I want to express my appreciation for your invitation to testify on the importance of parental involvement in our schools. Following this hearing, I will be meeting with officials at the U.S. Department of Education to offer our help in shaping Secretary Riley's Family Compact and parental involvement initiatives. I would be pleased to answer any questions you have on the Comer School Development Program and the approach Youth Guidance is taking to implement the program.

[Additional material may be found in the files of the committee.]

[Whereupon, at 12:22 p.m., the subcommittee was adjourned.]

FOREIGN LANGUAGE EDUCATION IN ELEMENTARY SCHOOLS

TUESDAY, APRIL 26, 1994

U.S. SENATE,
SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES,
OF THE COMMITTEE ON LABOR AND HUMAN RESOURCES,
Washington, DC.

The subcommittee met, pursuant to notice, at 10:05 a.m., in room SD–430, Dirksen Senate Office Building, Senator Paul Simon presiding.

Present: Senator Simon.

OPENING STATEMENT OF SENATOR SIMON

Senator SIMON [presiding]. The hearing will come to order.

We are here today to discuss foreign language education. We are very shortly going to be reauthorizing the Elementary and Secondary Education Act, and one of the questions is what can we do to strengthen this area.

The needs, which we will hear about from our first panel, are very, very real. We have to understand one another in our world; we have to reach out, and this is true within our country as well, to break the barriers of race and religion and ethnic background and so on. But this is also true in our world.

We will not only hear about the need, but we will also hear about some innovative approaches that are being taken. There are some in our country who view those whose mother tongue is not English as a liability to our country, but they can be great assets to our country, and that is one of the things that we have to learn.

But I am pleased to welcome our first panel, which includes Jeffrey Munks, who is the founder of the AT&T Language Line. We will hear from you first, Mr. Munks, and we will follow the 5-minute rule that is traditional in the Senate, and if your statements run longer than that or you wish to just enter your statement in the record and speak informally, we will enter your statement in the record.

Mr. Munks?

STATEMENTS OF JEFFREY J. MUNKS, FOUNDER, AT&T LANGUAGE LINE, MONTEREY, CA; MYRIAM MET, ADVISORY COUNCIL, NATIONAL STANDARDS IN FOREIGN LANGUAGE EDUCATION, AMERICAN COUNCIL ON THE TEACHING OF FOREIGN LANGUAGES, YONKERS, NY; RASHID KHALIDI, PROFESSOR OF MIDDLE EASTERN STUDIES, UNIVERSITY OF CHICAGO, CHICAGO, IL; AND NOEL KREICKER, PRESIDENT, INTERNATIONAL ORIENTATION RESOURCES, NORTHBROOK, IL

Mr. MUNKS. Thank you, Senator.

I am here today to offer some new fuel to the debate on the value of the study of languages other than English in our Nation's schools. In so doing, I will speak of an emerging revolution in global communication that may reshape the way we view and value the teaching of languages other than English in the United States.

I am talking about the emergence and impact of the unique communication services provided by AT&T Language Line. Located in Monterey, a small community on the California coast that is rapidly emerging as the language capital of the world, Language Line has spent the last 10 years assembling an enormous network of interpreters located across the continent.

Through the creative use of existing but underutilized technology, these interpreters work for us from their homes, providing 24-hour telephone-based access to more than 140 languages. What does that mean? Simply stated, it means you can now pick up any telephone, anywhere in the world, and call us to request an interpreter of Russian, Spanish, Armenian, Camu, or any of the other languages we provide, and usually, within less than 1 minute, you will have a trained speaker of that language on the phone to help you communicate with someone you need to call, someone who has called you, or someone you are standing next to who speaks only that language.

The result—every major 911 center in the Nation, more than 20 percent of the hospitals in our country, schools, Government agencies and businesses of every type are using this service to communicate with the domestic customer and constituent base which includes more than 30 million people who speak a language other than English at home and a global base which considers English a minority language.

Expressed another way, over the past 4 years, this service has grown more than 4,000 percent, and that growth represents the fuel I mentioned a moment ago. Ever more users of our service are discovering the truth in an anecdote cited by you in your book, "The Tongue-Tied American," in which you quoted Jack Kolbert, then president of the Monterey Institute of International Studies. Mr. Kolbert asked a Japanese businessman what he thought the most important language of international trade was. The Japanese answered, in flawless French: "Sir, the most useful international language in world trade is not necessarily English, but rather it is the language of your client."

Similarly, users of our service are discovering the power inherent in giving their customers the ability to do business in the language they think, emote, and make decisions in. For one of our customers, that meant hiring 300 people with skills in languages other than

English so they could communicate directly with their customers without relying on an interpreter from us. For another, it was 1,000 new employees. Even we got into the act. We formed another new AT&T business, the International Multilingual Center, which employs 450 people speaking 13 languages around the clock, delivering service in the language of the customer.

Are we alone in this endeavor? Not anymore. It should come as no surprise that AT&T's principal competition has finally embraced the value of language. In fact, a recent edition of the Washington Post carried large classified ads by two of those competitors, looking for people with skills in Russian, Polish, Italian, German, and other languages for, among other things, the construct of a new international center to be located in Pentagon City.

All of this recent activity points to a future bright with opportunity for Americans who possess skills for languages other than English. But I worry about the pipeline of qualified candidates drying up at a time when demand for language services is increasing so rapidly.

In 1975, we told our children that to succeed in tomorrow's world, they needed to learn computer skills. That was good advice, and those who heeded it are now leading the charge on our national information infrastructure initiative.

In schools across the country today, I tell children that to succeed in tomorrow's world, they need to learn a language other than their mother tongue. The dramatic growth of our service offers stark evidence that in this technologically enhanced and enabled world, the world computers are helping us craft, the traditional barriers of time and distance have been reduced to insignificance, leaving only language as the last remaining barrier.

Technology may enable us to launch information around the world with the click of a button, but that information is of little value if it cannot be understood at its destination. The kids I speak to understand that message. They can and do want to study. Your support of language instruction in our schools will help them. It is a giant step in the right direction.

The United States holds a unique set of keys to the global communications puzzle. Those keys represent an enormous potential competitive edge. They consist of millions of educated speakers of languages other than English who now call the United States home. This rich repository of indigenous intellectual resource, unsurpassed by any country, has provided the spark of innovation. They have already begun the fire in a new economic engine, and my company has harnessed that spark and set the stage for the redefinition of the meaning of the notion of true global communication.

Those competitive fires are now burning toward a new critical mass that must be fueled by ever more educated speakers of languages other than English. If we cannot find them within our own population, we will have to look elsewhere, and some other country will again benefit by an America unable to see her own future.

There has never been a more practical or more powerful reason for supporting the teaching of languages other than English in our Nation's schools.

I would close, Senator, by simply observing that this service of which I spoke started when I was a police officer more than 10 years ago in the city of San Jose in an effort to help reduce the tragedies that were occurring on a daily basis over our inability to communicate with a growing population of people speaking languages other than English—people who were going to jail and sometimes dying for lack of an ability to communicate. From that simple volunteer public service, it has grown to a business that now spans the globe and is spawning competitors in many States and in many countries.

I do worry about that pipeline of qualified candidates who are the fuel for this new industry drying up, and we do need your support.

Thank you.

[The prepared statement of Mr. Munks may be found in the appendix.]

Senator SIMON. I thank you for your excellent testimony.

Our next witness is Myriam Met, who is a member of the Advisory Council on National Standards in Foreign Languages of the American Council on the Teaching of Foreign Languages.

We are happy to have you here, Ms. Met.

Ms. MET. Thank you, Senator Simon.

I am here today as a foreign language program developer and supervisor for almost 20 years.

Senator SIMON. Could you please pull the microphone a little closer to you?

Ms. MET. Nobody has ever told me I am not loud enough before.

I am here today as a foreign language program developer and supervisor for almost 20 years, first in the urban school district of Cincinnati, and presently in Montgomery County, MD. I hope to share with you both my experiences and research in that time.

You all know already the compelling reasons for a language-competent America, and so I would like to turn to the question of what do we need to do to produce that kind of population.

To achieve the level of competence that students need, students need to start learning language early and continue for a long sequence of study. And there are some very distinct advantages to an early start. Common sense would suggest that the earlier a child starts, the longer the time available to attain a high level of skills. A student who begins foreign language study in grade 9 potentially has only 4 years of foreign language study. Students who begin in kindergarten have 13 years. And a few years of high school foreign language study no more prepares students to really use languages on the job than a few years of mathematics prepares students to become engineers. And just imagine where we would be if we waited until the 9th grade to introduce mathematics.

We should also begin foreign language instruction early because there is a growing body of evidence that there are cognitive benefits to knowledge of a second language. Research shows a positive relationship between young children's knowledge of another language and measures of thinking. These measures include measures of nonverbal reasoning ability, problem-solving skills, mental flexibility, metalinguistic ability.

Studies have also shown higher scores on measures of divergent thinking and cognitive flexibility in children who have taken a foreign language in the elementary grades.

Further, there is growing evidence of a positive relationship between foreign language learning in school and academic achievement. For example, a 1986 study conducted by the Louisiana Department of Education matched and compared 3rd, 4th, and 5th graders who had taken a foreign language with those who had not. The study found that the foreign language group achieved higher scores on measures of reading and mathematics even though time had been taken out of the school day for foreign language instruction.

Another study analyzed the long-term achievement of students in a foreign language immersion program and compared that with the achievement of nonimmersion students. The researchers found that students in the immersion program outperformed students educated only in English. It was also found that the students who learned the most French also learned the most English.

In yet another study, students who took a foreign language in elementary school achieved higher scores on measures of reading language arts skills than students not taking a foreign language. Most interestingly about that study, it was the average group of students, not the above-average students, who gained the most in their achievement test scores. This study suggests that all students, not just, as traditionally had been the case, the academically talented, can benefit from foreign language instruction in the early grades.

Another reason for starting early is that some research seems to indicate that children's openness to developing positive cross-cultural attitudes, as you recently referred to, diminishes as students become older, especially around adolescence. Thus, foreign language programs which begin in the secondary grades introduce foreign languages and cultural awareness at the very point when students are becoming the least receptive to such instruction.

And last, successful language learning experiences in childhood can give students confidence in their abilities to learn additional languages later.

Given the importance of foreign language learning, it is surprising that there are such limited opportunities for such study to begin before the middle or secondary school years. And if Goals 2000 is designed to help prepare American students to attain world class standards, then American schools face a significant challenge.

A recent report of foreign language instructional policies in 15 developed nations other than the U.S. found that in 13 of the 15, foreign language study is mandated for all students before the middle grades. In contrast, a 1988 report found that only 17 percent of U.S. public elementary schools offer foreign language instruction to even some of their students; and of these, only a small percentage of programs are designed to result in any usable proficiency.

Indeed, this study showed that in only 3 percent of U.S. elementary schools do students have the option to enroll in a foreign language program which results in a degree of communicative competence. In the middle grades, the data is not much better. Only 12 percent of public school students in the middle grades are enrolled in a program of language study which aims toward usable language skills. Two-thirds of public schools serving students in grades 7 and 8 offer no year-long foreign language courses, and further, in the public schools which do offer those courses—which is only about a third—only 14 percent of those report enrolling half or more of their students.

Clearly, expanding foreign language opportunities is an important priority for us. The benefits of early language learning are most likely to accrue in well-designed, well-implemented programs. And in my written testimony, I have provided some examples of the resources—human, material, and financial—that need to be in place, as well as other programmatic issues that we need to address if we want quality programs in our schools and have all American children competent in other languages.

Senator SIMON. We thank you very much, Ms. Met.

[The prepared statement of Ms. Met may be found in the appendix.]

Senator SIMON. Our next witness is Dr. Rashid Khalidi, professor of Middle Eastern Studies at the University of Chicago. It is a pleasure to welcome an Illinois citizen.

Mr. KHALIDI. Thank you, Senator.

I am very pleased to have been invited to speak on national needs in the area of foreign language education. This hearing deals with a subject which is extremely important not just for primary and secondary education, but also for college, professional and graduate education in this country.

It is important as well for the position of the United States in the world.

I speak as a faculty member at the University of Chicago. I work in a field where we teach undergraduate and graduate students all the main languages of the Middle East as part of their training in Middle Eastern studies, whether at the B.A., M.A., or Ph.D. levels. It is our job to prepare students for jobs in business, the Government, the media, and perhaps most importantly, as university teachers in the Middle East field. We feel we do a very good job of this. During the last 6 years for which there are Department of Education figures, the University of Chicago has produced more people with graduate degrees in the Middle East field than any other university in this country.

Now, the languages we teach—which are mainly Arabic, Hebrew, Turkish and Persian—are rarely, if ever, taught in elementary and secondary schools. But if our undergraduates and graduate students in the Middle East field are to make progress in learning these very difficult languages, it is crucial for them to have begun learning languages at an early age.

This is important for several reasons, we have found. Learning languages is much easier at a younger age than when the student is older. Second, gaining proficiency in a foreign language is much easier of the student already knows another foreign language, even a very different foreign language.

And finally, in addition to Middle East languages, people in the Middle East field need to know European languages, languages like French and German and Spanish, which are the ones most likely to be taught in elementary and secondary schools.

For example, the Near East Languages and Civilizations Department at the University of Chicago, requires its Ph.D. students to have proficiency in two Middle Eastern languages and two European languages.

With the critical languages we teach, it is essential that students rapidly reach a level of proficiency which enables them to read documents, newspapers, and literature, and to speak the language well enough to make their way around a Middle Eastern country while doing their research. This normally takes us 3 to 4 years of intense, dedicated training, which we accelerate with summer immersion courses, providing a year's instruction in 9 or 10 or 12 weeks. We also encourage students to travel abroad to study these languages in courses in universities in Egypt, Israel, Turkey, or elsewhere in the Middle East.

Unfortunately, our work is made considerably harder by the State of foreign language education in most of the primary and secondary schools which send us students. To put it bluntly, in most elementary and high schools, the level of foreign language training is inadequate, since most students start to learn languages much too late, and rarely take enough years of a language to really master it. Frequently, in fact most often, students come to us with only 2 or 3 years of language study in high school, sometimes even less, and this rarely gives them the ability to use any French or German or Spanish that they may have learned.

Surveying my own students in my own undergraduate and graduate classes over the last few years, I have found that most of my students come to the University of Chicago from high school and elementary school without having achieved a level of proficiency sufficient for them to make any use of the language in question—in other words, they might as well not have learned the language, since they cannot use it, for my purposes, as researchers.

With the situation as it is today, by the time students get to us in the Middle East field—and I think this is true of any specialized field—it is almost too late for some of them, in fact, perhaps for most of them. For them to learn Persian or Hebrew or Arabic or Turkish properly at the college or graduate level, they need to have been encouraged to learn French or Spanish or another language in elementary and secondary school. They need to have developed a feeling for languages, a sense of what a language is like, and they need to know that learning languages is crucially important.

The University of Chicago studied this problem recently because we realized we had a problem, and we are currently putting into place new requirements which will encourage students coming to us as undergraduates to take more language courses in school before they get to the University of Chicago, and then to pursue increased language instruction while they are in college. I think that universities all over the country can encourage schools to provide more and better language instruction in this way, by raising our standards, as it were, and can offer inducement to students to take advantage of it. But for this initiative on the part of schools and universities to have its full effect, it is necessary that more and better and earlier language instruction be recognized as a national priority.

At the University of Chicago, we teach the critical languages of the Middle East and many other regions of the world, and we teach our students about the culture, the history, the politics, religions and societies of the countries of this region and of other regions. It takes very little to convince our students of the importance of what they are doing in terms of the national interests of this country and the intrinsic importance of the cultures and societies of the Middle East or other regions.

But as we have heard this morning, and as I think we all know, Americans are more and more isolated in the world of today as nearly the only people with an advanced educational system which does not give importance to language training for its children from an early age. Because of what I would call the domino effect of this early neglect of languages on college, professional and graduate education, Americans by and large are at a disadvantage in today's world, whether we are talking in terms of business or journalism, medicine, law, or highly specialized fields like Middle Eastern and other area studies.

In conclusion, let me say that I sincerely hope that the efforts of people like Senator Simon and this subcommittee can contribute to changing this situation and to improving foreign language education in primary and secondary schools, so that when students come to universities like the University of Chicago at the college level and at the graduate level, they have a sound foundation on which we can build. This will help us to turn them into more knowledgeable citizens of a world where knowledge of languages, I think we all agree, is critically important.

Thank you, Senator.

Senator SIMON. Thank you, Dr. Khalidi.

Senator SIMON. We have another Illinois resident on this panel, Noel Kreicker, president of International Orientation Resources, in Northbrook, IL. We are pleased to have you here, Ms. Kreicker.

Ms. KREICKER. Thank you, Senator.

I need some help with my overheads, and Dr. Khalidi has offered to help me.

Good morning, Senator Simon, and people who have come to listen to this testimony today. It is an honor and a privilege to be here to speak about a topic critical to the future success of our country's international business endeavors, the topic of foreign language acquisition and instilling the need for it at an early age.

I am president and founder of International Orientation Resources, a cross-cultural training, orientation and language company based in Northbrook, IL. I founded IOR 15 years ago after a failed assignment in Bogota, Colombia, due in part to my inability to speak Spanish.

As an expatriate spouse, my language deficit resulted in loss of traditional freedoms and independence. For example, I could not write checks, apply for a driver's license, or shop for daily essentials.

Today I will speak to you briefly about IOR's work with expatriates from Fortune 500 companies—specifically about three studies which underscore the need for greater language skills in the international business arena—and tell you what several of our client companies are doing to remedy the problem.

In our first study, we identified experienced global managers around the world, people who were considered successful in their roles as international business people. We asked them to list attributes essential to overseas effectiveness. Four themes emerged, and as you can see, the ability to learn foreign languages is key.

Here is another view emphasizing the importance of language skills, which comes from Edward T. Hall, a well-respected cultural anthropologist. Hall studied Americans who knew the German language and those who did not, in terms of how they viewed the German people.

As you will notice, on the left, there are far more descriptors and deeper cultural insights into the Germans from those who know the language versus those who do not. In addition, the attitude is far more positive from those who understood the German language.

Were we to make a very broad generalization and classify all cultures of the world in two categories—one being task and achievement oriented, and a second, relationship oriented—we would find the U.S. in the first category and much of the rest of the world in the second category.

If relationship must occur before we can achieve our goals, a common language, their language, must be spoken.

Another IOR study just completed with Northeastern University asked about what makes an expatriate effective abroad. Again, not surprisingly, expatriates fluent in the local language rated more effective.

The third IOR study is an ongoing field evaluation survey which we get back from about 20 percent of the people who train who live in countries where English is not spoken as the first language. Again, their findings, what they are feeding back to us, is that language is cited as the most significant personal and professional challenge these people face. Their advice to successors: Learn the language.

On March 6, 1994, some of you may have seen the article in the Chicago Tribune headlining, "Demand Great, Supply Short for Overseas Execs." This article went on to State that 50 percent—50 percent—of key positions are unfilled in overseas postings due to lack of cultural and language skills.

The Wall Street Journal several months ago said by the year 2000, an estimated 15 percent of corporate populations will be expatriates abroad.

So are we ready for this challenge? No.

What are some of IOR's clients doing immediately to help remedy the situation? GE Aircraft Engines has a best practices program whereby they are teaching two languages to their future global leaders, a minimum of 135 hours apiece. GE realizes that translating and interpreting does not lead to a global mind set.

Sara Lee Corporation prizes their managers who speak a second language; they are at a premium. Sara Lee wants to speak in the language of their customers. Groupe Schneider purchased Square D several years ago. Groupe Schneider believes that French is the language of international business; and not surprisingly, people are learning French at Square D.

And finally, Anderson Consulting values language skills to the point of considering language courses mandatory for all of its employees.

I would like to conclude with a cartoon from my favorite cultural anthropologist, Gary Larsen. He would agree that we can buy in any language, but we must sell in the language of our customer. The need for and value of foreign language skills has to be instilled at an early age. Language skills or the lack of them directly impacts this country's bottom line in the highly competitive global marketplace.

Thank you.

[The prepared statement of Ms. Kreicker may be found in the appendix.]

Senator SIMON. Thank you very much, and I thank all four of you.

First of all, Mr. Munks, I have to say I did not understand the extent of what AT&T is doing. It really is amazing and very helpful, for example, to be able to call 911 and get someone who can speak Chinese or Vietnamese or whatever. That is an amazing service.

Does AT&T figure they are making money at this point, or that they will make money on it, do you know?

Mr. MUNKS. Yes, Senator, the service is profitable, and it is profitable ahead of schedule, which is amazing in and of itself given the tremendous capital investment that was required to ramp up the technology to support this service.

But when you look across the landscape at the need—I think back to driving around in a patrol car by myself in the middle of the night and getting a language-complicated call where technology certainly provided the address that the call was coming from, but because the person experiencing the emergency could not speak English, they were unable to tell me what the nature of the emergency was. I did not know whether I was rolling on a report of a barking dog, or a man with a gun.

It scared me, and it scares every other police officer in the United States responding to similar calls. And that is just coming from one domain. The situation was similar in education, in health care, you name it. So the demand was there, and with AT&T providing the technological capability, we were able to meet that demand, and it is doing rather well.

Senator SIMON. Just a suggestion, and maybe you have done it and I just have not noticed. But if with the AT&T bill at some point, there could be just a little card explaining that this is a service that you provide, I think you might pick up more customers, plus I think this is really an important service for people.

I would just pass that along.

Mr. MUNKS. Thank you, Senator.

Senator SIMON. Where do you get your personnel? You mentioned a classified ad for two of your competitors.

Mr. MUNKS. Yes. It has been interesting listening to the other panelists. I might observe that of the interpreters we have—and they are spread across the United States and Canada—all of them working for us from their homes, it is a virtually deployed work force which includes seniors, disabled and single parents who wish to work from their homes—only 30 percent of that work force is comprised of American-born. The other 70 percent are people who now call America home, but were born elsewhere, and are able to demonstrate competence with English that far exceeds their American counterparts' competence with their target language.

I think that by supporting the kinds of programs that we are talking about here today, we can help ratchet up the number of American-born people who can take advantage of these emerging employment opportunities.

Senator SIMON. You also mentioned, and I want to reinforce this in passing, the police situation. We have far too many tragedies because of a lack of communication between the police and someone in the community, and your mentioning that is appreciated.

Ms. Met, you are correct that we are virtually alone among the nations of the world in not seeing that all elementary school students study another language. I recall being in Botswana, visiting a 4th grade, where they were in their 4th year of studying a foreign language. And I thought they have more foreign language than the average college graduate does in the United States.

Ms. MET. Yes.

Senator SIMON. And we consider them a "developing Nation." It really is important.

You mentioned the tests, and I gather that there is some disagreement whether foreign language helps on math skills or not, but there is no question that it helps in verbal skills, in SAT tests and others; that if you study another language, it is a mirror for your own language. In terms of your experience—I know it is on test scores—but have you seen this happen also, Ms. Met? Is this part of your experience?

Ms. MET. It certainly has been my experience in the schools districts where I have worked. I think there are times when one could argue that for some kids, it does not impact either positively or negatively, and I think there have been some research studies that have shown no difference.

I think a study that would show no difference would still be a positive study because people worry about, quote, taking time out of the school day to put something else in, and I think what the research has shown is that that is not a legitimate concern because at the minimum, students do as well as students not taking, and very often, they do better than students who are not taking a foreign language.

Senator SIMON. Absolutely.

The other point comes originally from a research professor at San Jose, whose name, unfortunately, I do not remember. But one of the theories that he expounded and provided evidence that has some validity on is that actually, we can learn languages when we are older, but young people learn a language better because it is multidimensional. When you say, "Throw the ball," they are actually throwing a ball; you are not sitting in a classroom, saying, "Throw the ball." So that all of your senses are being used there.

I do not mean to pinpoint your own situation, but does the elementary school where you live offer foreign languages?

Ms. MET. No. In Montgomery, we have four elementary schools that offer a foreign language program during the school day. In addition to that, the PTA operates a before and after school program in a large number of elementary schools.

We also have foreign language in the middle school, and there, the picture far surpasses the national picture. Every middle school in Montgomery County allows students to begin a sequential program of foreign language instruction in grade 7 or 8, and we have some middle schools where close to 100 percent of the student body is opting to begin foreign language at that point.

Senator SIMON. Dr. Khalidi, in addition to the factors that you mentioned why it is important for people to learn foreign languages at an early age, I also think it gives people confidence. There is this view on the part of a great many people that this is a gift that comes down like a bolt of lightning, that some people have it and some do not. That simply is not the reality. So I would just add that.

Let me ask you a question that is obviously not part of the Elementary and Secondary Education Act, but is a concern that I have. In terms of Middle East studies at the University of Chicago, you are one of the best-endowed schools in the country, but do you have newspapers and periodicals and things like that that you should have in your library to assist students?

Mr. KHALIDI. We have a very good collection of Middle Eastern newspapers and periodicals. We always think we do not have enough, and in fact, there are some areas where we think there are big gaps. But we basically have a current collection and a collection of old newspapers, going back to the 19th century in some cases, so that students can read stuff in the languages concerned.

Senator SIMON. And would this be typical of most schools that offer foreign languages of whatever field?

Mr. KHALIDI. It probably would not. We have a better collection than most, I think. And it is a gap; I mean, it used to be the case that with P.L. 480 funds, it was easy to get some of these newspapers from some countries. But most universities have a lack, and in some languages, we have a lack. It is essential that you have current stuff, and in some cases, that includes television today, getting current news broadcasts in the language—or students do not connect; they do not feel that they are learning something that relates to them. So it is very, very important, and it is an urgent need. As you say, it is a different need, Senator.

Senator SIMON. You used three descriptive words. You said our foreign languages should be "more," that we should be "better," and that they should be "earlier." In terms of more, we are the only Nation on the face of the earth as far as I know where people will take 2 years of French or any other language and say, "I have studied French." You would never hear someone in another country saying that. "Earlier," I also understand.

What would you do to improve—when you say "better," tell me what you mean.

Mr. KHALIDI. I would think of immersion. When we give students languages in the summer, we put them in a house where they only are allowed to speak Arabic or Hebrew or whatever. We keep them at it for 10 weeks or 12 weeks or whatever, or we send them to the country concerned, and that invariably produces a better result.

I think it is also true with elementary education. In schools where kids are able to get an immersion program, they get a much, much better grip on the language than would otherwise be the case.

So if I were to be asked what would I do about better, I would stress as much intensification of immersion programs as is humanly possible. It is the best way. And then interaction with the culture. I mean, if kids can go abroad as part of their language study, it reinforces it. It is an inducement to them; they want to learn because there is something to look forward to, and they actually have a chance to use the language in that context. We do that with our languages. We always send our students abroad for at least a year in training of Middle Eastern languages.

Senator SIMON. I could not agree more on the immersion. We are going to hear more about that shortly. I always remember visiting a school in Cincinnati—with all due to respect to Cincinnati—in a pretty miserable area of the city, but they had this immersion program, and here was this class of 3rd or 4th graders, half African-American, half white, all of them getting their courses in German. It was an exciting thing to see, and not surprisingly, there was a waiting list to get into that program.

We clearly ought to be doing much better. But recognizing that immersion is not going to be the case for most students, if Dr. Khalidi suddenly were an elementary school principal—I know that would be a shock to you—what would you do in a school, assuming immersion is not possible in that school, to have a foreign language program?

Mr. KHALIDI. One of the first things I would try to do is convince parents of some of the things we have heard here this morning, that their kids will do better in all subjects if they learn languages earlier. And I would start languages as soon as possible. My children are trilingual because they grew up in the Middle East, and they started speaking very early, and it was much easier for them. The sooner we get the kids, the better.

I think we have to upgrade the level of our language education for teachers. When we recognize it as a priority, more people will learn to teach these languages better, I think. And I would look for very good, if possible, native-speaking teachers and start in the very first—I would start in kindergarten if I were running an elementary school.

You would have to convince the parents first, and you would have to get the resources. But that is what I would do, and I am sure that at the end there would be a payoff, and people would recognize that it was well worth their while to have supported this.

Senator SIMON. And if we could have, say, one hour a day, being realistic, and have a teacher who could move from classroom to classroom, that would be in your opinion a big step forward?

Mr. KHALIDI. I think so. I am not a language teacher, and there are probably people on the second panel who could answer your question better. But I am sure—I am sure that it would. I am sure that an hour's exposure per day for kids at an early age would be beneficial to them if they were well-taught.

Senator SIMON. Ms. Kreicker, your first slide said "Each side needs to be well-trained." I have been in so many situations where

I am sitting with American diplomats, and I cannot speak the language, the American diplomats cannot speak the language. We are dealing with people, and we work through an interpreter where they speak whatever the language is plus English, and we have this exchange, working slowly through the interpreter. They have the huge advantage of being able to think about what kind of reply they are going to give as the translation is being made. I would love to have that kind of advantage on the floor of the Senate in debate. But we put ourselves in this kind of a situation.

I found it fascinating—I have never seen anything like your comparison of the views of Germany by people who know the language and those who do not know the language. Why is there this difference?

Ms. KREICKER. I would say because language is the window to culture. Language lets you understand how the mind-set of that culture operates. It is a wonderful, wonderful tool to give you an advantage of cultural beliefs, values, and behaviors just by the construct of the language and what is said, what is not said, how it is said, and who says it. It is a marvelous way to view a culture and constantly learn about it.

Senator SIMON. And when you use the word "understand," you are suggesting by implication that too often, when we do not know another language, we really make some basic mistakes about a country, about people, about others. Am I reading that correctly?

Ms. KREICKER. That is true, because we can only operate in our mind on our own assumptions that we are trained to operate in. And if we do not have that exposure to other mind-sets, then yes, there will be constant misinterpretation and misunderstanding.

Senator SIMON. Give me a commercial. Tell me what your business does.

Ms. KREICKER. We help companies in preparing their expatriates for overseas assignments, as well as conducting business briefings for companies engaged in international business transactions. Often, we are called in after they have made mistakes to tell them how they can do it differently and what they can do next in order to prevent these things from happening.

So we are an educational organization, helping people understand other cultures.

Senator SIMON. We thank you very much.

Ms. Met, how are we doing on standards?

Ms. MET. The standards are coming along very well. In fact, Christie Brown, on the next panel, is the chair of the standards task force, and she may be talking to you about that.

The standards are in a draft stage. We are hoping to have the first draft done by June. Marty Abbott is here as well, and she is also on the standards task force.

We are moving very well, and I think one of the things that has been helpful to us is a high degree of consensus within the profession of where we need to go. And one of the things that is very clear—I hope I do not misstate the issue here—is a strong belief that we cannot continue business as usual, that the standards will have to emphasize a longer sequence of study that must begin earlier, or students will be unable to meet the exit standards that are under development.

So I hope that through the standards process, we will be able to promote some of the ideas that we have heard come forth this morning.

Senator SIMON. I thank all of you very, very much for what you are doing and for your contribution here today.

Senator SIMON. Our next panel includes, first, a student demonstration of the Spanish Two-Way Immersion Program, Spanish and English, with some students from the Virginia Public Schools, accompanied by Kathy Panfil, who is the principal at Key School.

STUDENT DEMONSTRATION OF KEY SCHOOL SPANISH TWO-WAY IMMERSION PROGRAM, ARLINGTON, VIRGINIA PUBLIC SCHOOLS, ACCOMPANIED BY KATHY PANFIL, PRINCIPAL

Ms. PANFIL. Senator Simon, I am going to introduce the children to you immediately.

Senator SIMON. Fine. That is as fine a group of witnesses as I have seen here.

Ms. PANFIL. Good morning. It is a pleasure to be here today. These are 5th graders representing Key Elementary School's Two-Way Partial Immersion Program in Arlington, VA. This group is representative of how the program is designed. Half of them speak English as their first language, and half of them speak Spanish as their first language. Half of the day, they learn Spanish, and we learn Spanish through content areas, and I teach the Spanish portion of that day, and we do science, health, and math in Spanish. My teammate teaches the English portion of the day.

The students are here to demonstrate how they would do a discussion in class, taking this opportunity to show you how they are becoming bilingual, but also that they care about the environment.

Senator SIMON. And before we proceed, could we have each of you give us your name for the record?

Ms. SERRANO. Kathy Serrano.

Ms. MANCEBO. Catalina Mancebo.

Ms. SALINAS. Carla Salinas.

Mr. BLISS. Nathan Bliss.

Ms. KATYAL. Sheetal Katyal.

Mr. RYAN. Neil Ryan.

Mr. BRODKEY. David Brodkey.

Mr. OYOLA. Jose Oyola.

Senator SIMON. All right. Thank you.

Mr. OYOLA. As you know, this is the 5th grade class, and we are studying about the prevention and control of the pollution of the environment, and we are looking for new ways to solve this problem.

Ms. SERRANO. This is how a group in our class would learn to prevent and control contamination on our earth.

Mr. RYAN. [Presentation in Spanish.]

Senator SIMON. Could I ask you, young man—I hate to interrupt this—but your native tongue is English, is it?

Mr. RYAN. Yes.

Senator SIMON. And how long have you been studying Spanish now?

Mr. RYAN. I have been in the Spanish immersion program since first grade, so 5 years.

Senator SIMON. OK. Great. Please excuse me for interrupting.

Mr. OYOLA. [Presentation in Spanish.]

Mr. BRODKEY. [Presentation in Spanish.]

Ms. SALINAS. [Presentation in Spanish.]

Mr. BLISS. [Presentation in Spanish.]

Ms. KATYAL. [Presentation in Spanish.]

Ms. MANCEBO. [Presentation in Spanish.]

Ms. SERRANO. [Presentation in Spanish.]

Ms. KATYAL. Scientists are now studying many ways into helping the environment and contamination be solved. Everyone on our earth has his own part in resolving the problem of contamination.

Mr. BLISS. At Key School, we are working very hard to recycle and reuse and reduce all of our trash. If everyone on our earth were doing what we are doing at Key, I think it would be a much healthier earth.

Ms. PANFIL. Thank you very much. We have demonstrated how they can speak both languages.

Senator SIMON. We thank all of you very, very much. We are trespassing a little bit on the Environment Committee's jurisdiction here. [Laughter.] We thank you all and wish you the best. You can be very proud of knowing two languages. It will be a great asset for all of you in the future.

Senator SIMON. Our next witness is Donna Christian, from the National Center for Research on Cultural Diversity and Second language Learning, Center for Applied Linguistics.

STATEMENT OF DONNA CHRISTIAN, NATIONAL CENTER FOR RESEARCH ON CULTURAL DIVERSITY AND SECOND LANGUAGE LEARNING, CENTER FOR APPLIED LINGUISTICS

Ms. CHRISTIAN. Thank you. I am very pleased to be here today to talk about this exciting approach to foreign language education, the approach of two-way immersion.

I think that the performance of the Key School students is probably about the best evidence we can have for how well these programs work, but I will try to point out a few of the highlights, and I have submitted longer written testimony that contains more information.

I think these programs are important because they not only provide a sound basis for academic excellence—and I think we have seen the evidence of that as well—but they also help us to meet the goal of foreign language learning as one of the core subjects now identified in the National Education Goals.

As we heard in the previous panel, our Nation is woefully incompetent when it comes to language. As you described in your book, Senator, our Nation is linguistically malnourished, and I think one of the ways that we have of treating this condition is by expanding the foreign language education opportunities in our elementary schools.

To improve the condition, we need not only more language instruction, but we also need more effective language instruction. We also need to conserve the language resources that the millions of speakers of other languages who now live in the United States bring to us, especially the school-age children who can share their language with their fellow students.

Two-way immersion can accomplish both goals by increasing the foreign language learning of our English-speaking students and by conserving the language resources brought by the students who speak other languages.

In two-way immersion, English speakers and students from another language background come together in classrooms. We seek roughly balanced numbers so that they can provide rich resources for each other within the classroom. Many of the programs are in Spanish and English, and sometimes it is easier, rather than referring to the English language and the other language, to simply talk about it in those terms.

What is important here, though, is that the students are learning language through content instruction. As you saw in the demonstration, those students were talking about a lesson, and actually, as I understand, it was the lesson they were doing when they got the call about coming here, so this is an actual lesson that is going on, and they were not talking to you about language learning or necessarily demonstrating language; they were talking about content. And that is a key to what makes these programs so effective. All the students are learning their second language through content. And these are programs with high standards for excellence.

One teacher actually, in Illinois, commented on a two-way program: "We do not say we teach Spanish; we say that we teach math in English and Spanish," which I think demonstrates the language and content.

The goals of the program are high levels of academic achievement, first and foremost, and for both groups of students, high levels of proficiency in their native language and in a second language, and finally, positive cross-cultural attitude development and high levels of self-esteem for the students. These are also important goals and byproducts of these programs.

There is a lot of interest in the programs these days. It is not new. We have had two-way programs for quite a while in certain areas. One of the earliest programs is the Coral Way Elementary School in Miami, which started in 1963 and continues to operate a two-way program today. But the real growth in interest has been since the 1980's.

In a study in 1987, we found 30 programs operating a two-way approach, and in a current study that we are doing for the National Center for Research on Cultural Diversity in Second Language Learning, which is one of the OERI-funded research centers, we have information on 176 schools that are operating two-way programs.

Senator SIMON. And how many students would that involve?

Ms. CHRISTIAN. It depends. Some schools are whole-school two-way programs. Others have one classroom at each grade. So it is a little hard to estimate—but certainly thousands of students in those 176 schools. And most of them are elementary schools, but there are a few middle schools and high schools involved as well.

The primary languages used are Spanish and English, but we also have a few programs in other languages, like Portuguese and Korean. These programs are found in 17 States. New York and California have the largest number of programs, but we also have programs in Illinois and in Connecticut and the District of Columbia and a few other States. So there is definitely interest growing since the mid-1980's until today.

The results that we are seeing—and I think again, you saw them very well-demonstrated by how well the students were using language and talking about high-level academic content—but we are getting very good results. The Key students, for instance, have achieved very well in their Spanish language performance and also in the standardized test, the Iowa Test of Basic Skills that they take in 4th grade, they performed very well compared to the other students in their school; they exceeded the State means and the national means. So they are doing very well both academically and in language.

I would like to also mention some research being done on the performance of limited English-proficient students in these programs, where it has been shown by studies that are synthesizing results that the two-way approach is probably the most effective approach for limited English-proficient students to achieve academically and to learn English.

Policymakers including President Clinton, Education Secretary Riley, and others around the country have stressed the importance of learning foreign languages, so our citizens and our Nation can compete in the global economy. In the recently passed Goals 2000 legislation, foreign languages were included as one of the goals.

If we want our students to demonstrate competency in languages by the year 2000, we must put effective programs into effect. If we want all students to achieve high standards, we must put effective programs in. And I think that two-way immersion will help us achieve both goals.

Thank you very much.

Senator SIMON. Thank you. In terms of the cost of two-way immersion, a school board member worries about cost. What do you say to that school board member, Dr. Christian?

Ms. CHRISTIAN. There are certain resources that are needed, and we need to have well-trained teachers. But as far as the operating costs on a day-to-day basis, you have teachers in the classroom, you have the same proportion, so that it really need not consume extraordinary resources on a day-to-day basis. There are, however, the needs, as you mentioned, for materials in the library and for special training for the teachers, because the teachers need to know how to convey content through a second language. So there are some costs associated in that.

Senator SIMON. So that we are talking about that it takes extra effort on the part of a school administrator to get the right teacher, and some relatively minor material costs.

Ms. CHRISTIAN. Yes, and of course, special resources for curriculum development; you need to be able to have the plans in effect to carry out the programs.

Senator SIMON. Great. We thank you very, very much.

Senator SIMON. Our next group of witnesses is a student demonstration of the Japanese Immersion Program in the Fairfax County, VA Schools, accompanied by Martha Abbott, who is the coordinator of the program.

STUDENT DEMONSTRATION OF THE JAPANESE IMMERSION PROGRAM, FAIRFAX COUNTY, VIRGINIA PUBLIC SCHOOLS, ACCOMPANIED BY MARTHA ABBOTT, COORDINATOR.

Ms. ABBOTT. We need just a moment to set up, Senator.

Senator SIMON. Fine.

Ms. ABBOTT. Good morning, Senator Simon, staffers, and members of the audience.

Imagine, if you will, entering school as a first grader and hearing your teacher use a language that is unfamiliar to you; but instead of simply speaking the language and expecting you to understand, the teacher uses facial expressions, body movements, visuals, and concrete objects to ensure that you understand what is being said. And little by little, after only a few weeks, you begin to feel comfortable with the foreign language being used as the language of instruction during half of your school day.

This is the experience of first graders in 10, soon to be 13, elementary schools in Fairfax County Public Schools that have partial-immersion foreign language programs. Starting next year, students in seven of our schools will learn math, science, and health in Spanish. Two schools will have French language; three have Japanese, and one will have German.

What seems like a difficult and anxiety-producing experience through the eyes of an adult is a very matter-of-fact process for our first graders because in his program, unlike other foreign language programs, the students are allowed to acquire the language in much the same way they acquired their first language—in a supportive environment where they are allowed to listen to the language for a long period of time before having to produce the language on their own.

The Fairfax County program began 5 years ago in eight pilot schools with the impetus of a Federal grant that George Mason University received from the Federal Government to start a program to train teachers to teach in immersion schools. The grant money was exhausted in 2 years, and it was not renewed. The Fairfax County program is and has been supported by local county funds, and fortunately, has not been subject to budget cuts. It is a cost-effective way to learn a second language.

Not surprisingly, we have received enormous support for the Japanese program from the Japanese Ministry of Education and from public and private institutions in Japan. It seems that the Japanese, at least, are supportive of our efforts to learn their language.

Written testimony has been submitted documenting the evaluation of this program after 2 years, documentation that shows that these students achieved at comparable levels in mathematics with students of similar abilities who were not in immersion programs; documentation that shows that the immersion students scored significantly higher than the comparison group on reading tests in English. Clearly, this is a program that is bringing significant cognitive, linguistic, and cultural advantages to these children; a program that has no selection criteria. These children were able to learn their first language, and now they are well on their way to learning a second language.

I thank the principal of Fox Mill, Mr. Dennis Nelson; the assistant principal, Dr. Olivia Michener; the teacher, Mrs. Nobuko Kochuba, and the students for making the trip here today.

I present to you the 3rd grade students from Fox Mill Elementary who are in the Japanese partial-immersion program.

[The prepared statement of Ms. Abbott may be found in the appendix.]

Senator SIMON. I thank you all very, very much. Are you going to tell me something? OK. Why don't you sit near the mikes so that everyone can hear you, not just me. OK.

Ms. ABBOTT. They are going to show you how they start their day in the Japanese immersion class.

Senator SIMON. OK. I am interrupting their program.

[Demonstration of a mathematics lesson on fractions in Japanese.]

Senator SIMON. I wonder if we could ask each of you to give us your name into the microphone.

Mr. Dreyfuss. Michael Dreyfuss.

Mr. VAN BOURGONDIEN. Mark Van Bourgondien.

Ms. MIYAMOTO. Megan Miyamoto.

Ms. THOMPSON. Maureen Thompson.

Ms. PEED. Sally Peed.

Ms. MILLER. Jacquelyn Miller.

Mr. ROBERTSON. Craig Robertson.

Mr. MCCORMOY. Sam McCormoy.

Senator SIMON. Let me ask you a question. Is it fun to learn another language?

Mr. MCCORMOY. Yes.

Mr. ROBERTSON. Yes.

Senator SIMON. Your teacher is watching you now. [Laughter.] Why do you like learning another language?

Mr. MCCORMOY. I like it because it is something not everybody gets a chance to do, and it is something different.

Senator SIMON. It is something different; that is right.

Well, we thank you all very much.

I would like to ask either Ms. Abbott or the teacher, do you have a waiting list to get into the program, or is it difficult to attract students for these programs?

Ms. ABBOTT. All three of the Japanese schools currently have at least a short waiting list, depending on the school. Some are longer than others. Up until next year, we only have one French school, so the French school had a long waiting list. We have been pretty much able to accommodate everyone who is interested in the Spanish program because we have such a number of Spanish schools.

Senator SIMON. And you mentioned you have a German program.

Ms. ABBOTT. Starting next year.

Senator SIMON. And is there a waiting list?

Ms. ABBOTT. It is just starting next year, and we have a short waiting list.

Senator SIMON. All right. Well, I thank all of you.

Did you want to say something else?

Ms. KOCHUBA. We would like to sing a song for you.

[Students sing "It's a Small World" in Japanese.]

Senator SIMON. Thank you very much.

And let me just add for the record that what they are learning is not only the language, and it was very impressive to see you draw the characters, but also to see you start off with the bow, which is very typical in Japan. So you are learning sensitivity to another culture, and that is very important. So we are very proud of you, and we wish you the best.

Senator SIMON. Our final witness is Christine Brown, who chairs the Foreign Language Standards Project K-12 Task Force and is the Foreign Language Coordinator at Glastonbury, CT Public Schools.

I might add, Ms. Brown, that Senator Dodd is an active member of this subcommittee and very much interested in this area of foreign language instruction.

STATEMENT OF CHRISTINE BROWN, CHAIR, FOREIGN LANGUAGE STANDARDS PROJECT K-12 TASK FORCE, AND FOREIGN LANGUAGE COORDINATOR, GLASTONBURY, CONNECTICUT PUBLIC SCHOOLS

Ms. BROWN. Thank you very much. Fortunately, I have 10 years of experience teaching elementary school foreign languages, so I know the feeling of crushing defeat in following children in any kind of performance. I think it was W.C. Fields who probably said that more eloquently than I just did. But it is a wonderful feeling to be here to follow two groups of children who have obviously loved and learned languages.

Today I come before you to speak to the need for improved and expanded foreign language education at the elementary and middle school level. As the students who preceded me so forcefully demonstrated, learning and using a language is an exciting endeavor.

Unfortunately for most students in our Nation, learning a second or third language is not an option. Unlike other nations, ours has neglected to raise the learning of other languages to a level of national priority. In fact, fewer than 20 percent of the elementary school students in the United States will ever participate in the kind of programs we saw demonstrated here today. Many of those who will will begin their study in a private school and not in a public school.

Why study a language at an early age? You have heard some compelling reasons here today. With compelling ads in airline magazines and slick radio commercials telling us how easy it is to learn foreign languages, the public might be deceived to believe that that is actually true. The painful truth is that learning to speak, read, write, and think in another language takes a very, very long time; and age and attitude have an effect on one's ability to become proficient in the language studied. As we heard from Mimi Met, just as mathematical reasoning should be learned and applied in many contexts and operations according to the developmental level of the child, so too should the elements of another language and culture be learned.

We have heard that parents would not tolerate the idea of having mathematics relegated to 2 years in high school, and yet unfortunately, in a great many areas in our country, that is all that students have. In some high schools, they do not even have the opportunity to study for 2 years.

The opportunity to begin another language in the early elementary grades certainly offers a child the first glimpse into how others think and view the world. It is this ability to understand others that is critical to develop if we are to survive and thrive as citizens of a diverse Nation and an economically and environmentally shrinking planet.

In addition to the educational reasons for beginning the study of languages in the elementary school, there are some strong political and historical reasons for beginning languages in early grades. Citizens of our Nation show the value of certain subjects by including them in the so-called "core of learning." Since the early 20th century, foreign language learning has been relegated to 4 years in high school for the academically talented; 2 for the college-bound student headed for a liberal arts degree, and not even suggested for students headed for vocational careers or careers in education.

Many present-day elementary and secondary school teachers and administrators have never studied another language. Although individuals interested in teaching in elementary schools in our Nation are generally required to have at least one course in the arts, no similar requirement exists for languages. Is it any wonder that when education budgets are reduced, language programs are the first to be eliminated?

Traditionally, subjects relegated to the fringes of the educational core are not valued by society. Students, not knowing what they are missing, avoid language learning, or worse, remember with disdain the two grammar-packed years that they were forced to sit through at the most embarrassing time of their adolescent lives.

Fortunately, language teaching has changed dramatically, but this perception is held not only by students, but also by parents and policymakers who have similar experiences in schools. Although the language teaching profession has shouldered much of the blame for the negative experiences of many adult Americans, language teachers have really been forced to teach the entire corpus of their profession in 2 years to students brought kicking and screaming to the experience—very much unlike what we saw today.

We know what works today. Through local, State and national initiatives, due to the help of things from my Senator like the Foreign Language Assistance Act, American students are learning and using foreign languages to enrich their lives.

You saw today the results of the dual language immersion program, keeping the rich resources that we already have in our Nation. But in my community in Glastonbury, CT, we have been reaping the benefit of national seed funding for the last 40 years. Thanks to the National Defense Education Act in 1956, we began an elementary program that started in 3rd grade and a Russian program that started in 7th.

For nearly 40 years, students who started language early and stayed with one language or added Russian have done extremely well in some of the finest colleges and universities in our Nation coming from a public school. Today, 80 percent of our high school students are studying at least one language, and annually, parents and students report that college teachers are astounded at the language proficiency of our students. Many advance to the third year of the college level, and in the case of Russian, many place out of the undergraduate Russian sequence.

For years, our students have travelled and studied abroad only to perfect their skills to the point where they find jobs in business and Government that require advanced language skills. One early graduate of the Russian program has just retired as a translator for the United Nations, one of the few Americans who was not a native speaker of Russian.

Many recent graduates today are being recruited to participate in joint ventures in the former Soviet Union. We just completed a survey of more than 1,200 of our high school students, and they overwhelmingly show that the opportunity to begin foreign language in the elementary school is their highest program priority. And they also recommended that we move the starting point of our program from grade 3 to kindergarten.

We have also entered into a joint venture with East Hartford Public Schools, which is a school district contiguous to ours, with 50 percent minority enrollment, and we planned a science magnet, but because our parents have had the experience of having Spanish in the elementary schools, they were adamant about adding a foreign language to that program. So, thanks to the Foreign Language Assistance Act, we have been able to add Japanese beginning in kindergarten, and the program is oversubscribed.

That is just one example of the excellent programs that have been provided through the Foreign Language Assistance Act, and I hope that we can continue that funding.

I would just like to close by saying that through my work with the National Foreign Language Standards Project, I have developed a deep appreciation for the commitment of the language teaching profession in this country. We have examined documents from every Nation that has standards, and as you have heard today, have learned, regretfully, that all of them emphasize an early start, and that we in the United States do not. In fact, in Germany, they are looking at preschool foreign language programs, not just adding them beginning in kindergarten.

We are committed to providing benchmarks at grades 4, 8, and 12 in our work, and we know that in order for districts and States to improve their present programs, more teachers will have to be trained, colleges and universities will need to make changes, and our goals are short and long-term. So we appreciate all that you are doing and thinking about foreign languages in the reauthorization of the Elementary and Secondary Education Act.

Thank you.

[The prepared statement of Ms. Brown may be found in the appendix.]

Senator SIMON. We thank you, and I commend you for what you are doing.

Why do you have 80 percent of the students in your high schools studying a foreign language, a much higher percentage than the national average?

Ms. BROWN. We require all students in grades 3 through 6 to study foreign language. And I believe that that is the reason why we have so many students continue with the program in high school.

Contrary to what many people believe, students develop a positive attitude about the language; they do not become disenchanted with it when they start it at an early age. They become excited. It is a part of the curriculum. And many of them want to continue with two or three foreign languages by the time they get to high school. So our Russian students are doing that in addition to French and Spanish.

Senator SIMON. Which is not atypical of what happens in many other countries, but certainly is atypical of what happens here in the United States.

Do you know of any other school anywhere in the United States that requires foreign languages for those in grades 3 through 6?

Ms. BROWN. I know, yes, of other language programs in other States even. Some States are requiring foreign languages for all students—the State of North Carolina, for example. I think we probably have the oldest program in continuous operation in the country.

Senator SIMON. I know Craig Phillips in North Carolina has been a real leader on this. And I do not know what the requirement is. Does anyone know? In North Carolina, are they required in the elementary schools?

Ms. MET. Yes, they are.

Senator SIMON. They are.

Well, we thank you very, very much for what you are doing, and we thank all of you for participating today.

Our hearing stands adjourned.

[The appendix follows.]

APPENDIX

PREPARED STATEMENT OF JEFFREY J. MUNKS

The debate over support for the funding of study of languages other than English in America's schools has always been an impassioned one and it has historically been centered around the inherent value in helping our students learn more about the world around them with almost tangential reference to some difficult to support and comprehend argument about positioning to take advantage of global business opportunities.

The fiat of these two arguments is well documented and stands well on its own merit. Its weakness lies in the fact that every other discipline taught in our nation's schools offers a similar claim. The second argument has, historically, always been a bit more problematic. To date, no one has been able to point to the stream of global business opportunities that would support the contention that there really is a world filled with meaningful opportunity for Americans with skills in languages other than English. Absent that empirical evidence, language studies programs have suffered mightily under the constraints imposed when expenses exceed revenues in our education system. Contributing to this almost systemic devaluation of the importance of competence with languages other than English are the many corporate surveys, some of which are documented in Senator Simon's book, "The Tongue Tied American," which paint an alarmingly formed picture of corporate America's awareness of the importance of language both in their domestic and international operations.

I am here today to offer some new fuel for the seemingly endless debate on the value of the study of languages other than English in our nation's schools. I will not be offering you theory, speculation, or supposition. Rather, I will be painting a graphic picture of an emerging revolution in global human communication that is gathering momentum as we speak and that carries the potential to reshape the way we view ad value the teaching of languages other than English in this country. At the same time, I will be describing a window of opportunity that is ours to take advantage of or, as we have done for far too long, to ignore.

In many ways, this revolution of which I speak represents one of the best kept secrets in the world. It is only now coming to the forefront and that it is doing so is is testament to a powerful paradigm shift among the growing number of people in government, business and education who have taken part in it.

I'm taking about the communications services offered by Language Line, an AT&T Strategic Business Unit located in Monterey, a small community on the California coast that is rapidly emerging as the language capital of the world. From 1983 through 1989, Language Line was very quietly assembling an enormous network of interpreters located in every state in the Union. Through the creative use of existing but underutilized technologies, we began providing language services, specifically, access to interpreters of more than 140 languages, 24 hours a day every day of the year for organizations such as the 911 centers in New York City, Boston, Philadelphia, Miami, Dallas, San Francisco, as well as hospitals in virtually every state and a growing number of schools that were struggling to cope with the impact of students and parents speaking languages that had never been heard before in an American classroom. They were all using us whenever the language barrier got in between someone who needed help and someone who wanted to provide it. The way it worked was simple. When a Russian immigrant living in New York City saw a crime in progress in the street below her apartment window, she would pick up the phone and dial 911. The English speaking dispatcher at the 911 center in New York City would speed dial our Monterey communications center and ask for a Russian interpreter. Our staff would conduct an automated search of all the assigned Russian interpreters across the United States and Canada who were logged into the system and select the appropriate one for the call. In less than one minute, the interpreter would be inserted between the Russian woman in her apartment and the dispatcher in the 911 center and vital information could be relayed back and forth. Similarly, when a counselor at the East Main Township High School 60 miles southwest of Chicago wanted to call the Vietnamese speaking parents of a child who was excelling in class to tell them that there were optional learning opportunities available, a phone call to Language Line provided an interpreter who would lead the call into the child's home and enable communication with the parents. The service worked. It was fast, reliable, and inexpensive. It was also saving lives, changing attitudes, and reducing the basic infrastructure costs associated with breaking through the barriers imposed by language. In 1989, AT&T acquired our business and made a significant capital investment to ramp up our technological capabilities. Since that time, we have grown more than 4,000% and are now providing this critical communications link for every major 911 center in the nation, more than 20% of our country's hospitals, schools and courts in many states, and government at every level from municipal to federal. In the state of Illinois, the Department of Child and Family Services uses our service so that Child Protective workers no longer have to use the bilingual victim of abuse to interview the monolingual parent who may be the suspect. We are used by INS so that Border Patrol agents no longer need to detain and house aliens for hours or days while searching for someone who can speak Tamil or Khamu. The U.S. Coast Guard uses our service to render life saving aid off shore and to conduct interdiction activities on the high seas. Federal Prisons use it to communicate with a population that speaks the languages of the world and schools use it so teachers, counselors, and administrators can talk to parents without having to rely on the involved child to serve as an interpreter. Since the fiat moments after the shaking subsided, we have been helping FEMA and the Small Business Administration in recovery efforts following the Los Angeles Earthquake.

Equally important, we have been helping American business open and develop new market opportunities both within the United States and beyond our borders. Herein lies the new fuel.

In 1989, a scholar from Temple University conducted yet another survey on the language needs of American corporations. Echoing the findings in Senator Simon's book, "The Tongue Tied American," this scholar, Carol Fixman, reported that while many businesses acknowledged the importance of skills with languages other than English, none formally recognized the skill set in their employees and few could articulate the direct benefits of such skills. Interestingly, I was talking to similar businesses in the same time frame. While I received the same response, I was able to offer a unique counter. I suggested that those companies, government agencies, and institutions open the door to communication with a domestic population exceeding 30 million people who claim a primary language other than English and a world population which regards English as a minority language. The results were staggering. From zero anticipated need or demand in 1989, many of these organizations experienced tremendous growth in the use of our service over a very compressed time frame. They quickly reached a point at which it became more cost effective to acquire the ability to communicate directly with their new customers rather than relying on us for an interpreted solution. What did that mean? It was the classic make or buy dilemma which confronts every industry but had never occurred here before because "language services" was not an industry. It is now and the growth of this new industry can be seen in the actions of our customers. One of them recently hired 300 people with language skills so they would not have to be totally dependent on interpreters through Language Line. Another hired 1,000 people for the same reason. And even we got into the act. We formed a new AT&T business, the International Multilingual Center which employs 450 people speaking 13 languages who deliver service consistent with the sentiment expressed by a Japanese businessman quoted by Senator Simon in an anecdote attributed to Jack Kolbert, the former president of the Monterey Institute of International Studies. Mr. Kolbert asked the businessman which language he thought most important for world trade. The Japanese responded in flawless French, "Sir, the most used international language in world trade is not necessarily English, but rather it is the language of your client." Dedicated to that notion, our International Multilingual Center has been profitable since its doors were opened and, as I speak, we are in the process of moving into a newer and much larger facility in the City of San Jose, California to accommodate ever more business. Are we alone in this endeavor?

Not anymore. It should come as no surprise that AT&T's principal competition has finally discovered the value inherent in giving people the ability to do business in the language they think, conceptualize, emote, and make buying decisions in. In fact, a recent edition of the Washington Post carried large classified ads by two of those competitors looking for people with skills in Russian, Polish, Italian, German, and other languages for, among other things, a new international center to be located in Pentagon City.

All of this recent activity points to a future bright with opportunity for Americans who possess skills with languages other than English. Today, the demand I speak of is being met primarily by people from other countries who have come to America with skills in English that far exceed thee American counterpart's skills with the target language. Only 30% of the AT&T interpreter workforce is American born. That statistic alone offers graphic evidence of our lack of focus on the question of support for the study of languages other than English in our nation's schools. By not supporting both the study of languages other than English for American born children and the study and maintenance of skills in the mother tongues of our newest Americans, we risk losing this newly found leadership opportunity in an emerging global communication revolution.

I worry about the pipeline of qualified candidates drying up at a time when demand for language services is increasing almost exponentially. I worry enough to seek out opportunities to speak in schools across the United States. While I will talk to any level from pre-school through the University level, I am most anxious to reach elementary students and their teachers. While localizing my remarks for the audience, the geography, and the demography, I always begin with the same message. I tell them that if this were 1975 and I was their speaker, I would offer that to succeed in tomorrow's world they would need to learn about computers. But this is 1994 and they have met the challenge of computers. To succeed in the world around us, much less tomorrow's world, they need to learn a language other than their mother tongue. In a technologically enhanced and enabled world, the world computers are helping us build, the traditional barriers of time and distance have been reduced to insignificance. The only barrier that remains is language. After all, while technology allows us to launch voice, data, text, and other information around the world with the click of a button, that information is of little value if it cannot be understood at its destination. Invariably, the children of the world are in those classrooms and auditoriums when I speak. I will often ask who in the audience speaks more than one language. Normally, no one raises a hand. That simple act of reluctance speaks volumes about what Senator Simon refers to as both the curse and blessing of the process of Americanization. I will then single out a young Cambodian, Vietnamese or Russian child and ask them if they speak another language. They will nod and I will ask them to raise their hand. They will. Then others will raise their hands and still others until 5, 10, as much as 70 percent of the students will have their hands high. Who won't? The White and African American children who speak only English. I'll then ask those with their hands up if they sometimes feel pressure to abandon their mother tongue in favor of just speaking English. Pressure brought to bear by their peers, maybe some of their teachers, maybe from their family. Tears usually follow that question. And the tears are not limited to the students. Faculty members who have subordinated the parent by using the child as interpreter will also feel the sting of that question. I'll then invite all assembled to consider a different perspective. I tell them that their minds have tremendous capacity and for those who came to school with another language, they are certainly capable of mastering English while maintaining proficiency with their mother tongue. To the English only students, I offer the challenge of picking a language, any language, and attacking it with a commitment to mastery. And to all I offer the vision of a world ripe with new opportunities for those who can communicate in more than one language. I point to a whole new set of AT&T employees who represent part of tomorrow's workforce. Our interpreters work for us from home. They are in every state and since they reach us via technology, there is no polluting and no commuting. Since they can and do work from their homes, a whole new world of opportunity for single parents, seniors who wish to re-enter the workforce and the disabled who wish to work from home can now do so if they have the requisite language skills. Where's the tub in all this? Right here in our nation's capital. Those kids I speak with can and do want to study. But the lack of any recognizable national policy on how the study of language is dealt with in the United States rolls up to a situation in which my own daughter, enrolled in public school in Monterey, California, could not take a language course until the seventh grade and then was limited to only one semester of French. That's all. No more. That's not only tragic, its contrary to the national economic interest and I'm here today to urge you to do something about it.

Supporting language instruction in our elementary and secondary schools is a significant step in the right direction. Numerous studies have demonstrated the value of an early start in language learning. But we cannot simply offer that support and move on to other things. The underlying issue, and single greatest threat to our ability to communicate effectively in an ever smaller world, is the lack of a comprehensive national language policy to serve as a guiding light when considering important questions such as the one before us today. Absent such a policy, decisions involving how we deal with the study and use of languages are often made without regard to the kinds of emerging trends I have previously cited. Today, considerable work is being done at the National Foreign Language Center toward the construct of a coherent planning and policy framework from which questions like those before us can be addressed. Under the direction of Dr. David Maxwell, scholars, business professionals, community members and government representatives are working together to position for a future ripe with opportunity for those who harness the power of communication across the barrier imposed by language.

The United States holds a unique set of keys to the global communications puzzle. Those keys represent an enormous potential competitive edge. They consist of millions of educated speakers of languages other than English who now call the United States home. This rich repository of indigenous intellectual resource, unsurpassed by any country, can provide the spark of innovation. They have already begun the fire in a new economic engine. My company harnessed that spark and set the stage for the redefinition of the meaning of the notion of true global communication. The competitive fires are now burning toward a new critical mass that must be fueled by ever more educated speakers of languages other than English. If we cannot find them within our own population, we will have to look elsewhere and some other country will again benefit by an America unable to see her own future. There has never been a more practical or more powerful reason for supporting the teaching of languages other than English in our nation's schools.

PREPARED STATEMENT OF MYRIAM MET

Experience with other languages and cultures is an important aspect of children's learning. Given the increasing ethnic and linguistic diversity of our nation, the ability to communicate in English and at least one other language will soon become a survival skill. Communication will need to be more than language—children will need to learn to live with, work with, value, and respect those whose cultures may differ from their own. Students who begin language learning while young will have the time to develop the levels of language proficiency which Americans will need to participate effectively in the global economic and political arenas in the 21st century. While schools throughout Europe and Japan are preparing students to communicate in at least one language other than their own, Americans continue to ignore the pressing need for proficiency in other languages. In the global marketplace, Europeans and the Japanese can all communicate with one another and with us; Americans, in contrast, are tongue-tied.

A number of recent studies have confirmed and expanded upon earlier research that showed that students who begin to learn another language in childhood score better on measures of cognitive functioning than do their monolingual peers. Students in elementary school foreign language programs have equalled or outperformed those in control groups on standardized achievement tests, even when these subjects were taught in another language or when time has been 'taken out' of the school day to make time for foreign language instruction. Other research indicates that pre-adolescents are more receptive to lag about people of other cultures and may be more likely than older learners to develop positive cross-cultural attitudes.

Beyond these benefits, there are other advantages to early language learning. The earlier a child starts learning a foreign language, the longer the time that is available for him or her to attain high skill levels. A student who begins foreign language study in grade 9 has only 4 years of foreign language study; students who begin in kindergarten have 13. Clearly, the ultimate level of skill attainment as determined by time on task favors the younger learner. Children's motivation to learn foreign language is high and, unlike that of adults, usually sustained over a long period. Children's anxiety levels are low and they are less inhibited than adults in tasks requiring them to make new sounds and to experiment with new ways of expression. Successful language learning experiences in childhood can give students confidence in their abilities to learn additional languages later.

Early language learning: cognitive and academic benefits

Perhaps the most compelling benefit of early language learning is its potential relationship with cognitive functioning and academic achievement. A landmark study in the 1960's launched a series of studies examining the relationship between bilingualism and thinking. The study showed that balanced bilinguals (those who had well developed skills in both languages) achieved higher scores on measures of verbal intelligence than did monolinguals. Other studies have found advantages for bilingual children in the areas of metalinguistic awareness and mental flexibility.

One researcher reported a number of studies which found a strong positive relationship between bilingualism and measures of cognitive ability, and has asserted that the data suggest a causal relationship between degree of bilingualism and enhanced cognitive functioning. Indeed, these findings have direct implications for foreign language instruction, since the data suggest that even at the earliest stages of bilingualism (i.e., prior to achieving full bilingualism), there is a positive effect on cognition. Thus, school programs in which students begin to acquire proficiency in a foreign language may directly result in improved thinking skills.

The cognitive benefits of foreign language learning in school settings have also been documented. A number of studies have linked foreign language acquisition in school with measurable cognitive benefits. A recent study of young children in a Spanish immersion program found significant differences on a measure of nonverbal problem solving skills favoring the foreign language students. Other studies comparing students in immersion programs with those in English-only instructional programs have reported similar results. In one study, French immersion students outperformed controls on measures of cognitive flexibility. A study of elementary school students in a FLES program found that sixth grade students who had taken a foreign language since first grade scored higher of a measure of divergent thinking than did a comparable group of non-foreign language students. More recently, a study found that the number of years of elementary school foreign language instruction were directly and positively associated with higher levels of cognitive and metacognitive processing.

The academic benefits of elementary school foreign language learning are also well documented. Although some studies in the 1960's failed to show any relationship between foreign language instruction and academic achievement, a number of other, more recent studies have, indeed, found a positive relationship between academic achievement and foreign language instruction. A large-scale study of over 13,000 third, fourth, and fifth grade students in Louisiana showed that students who had taken a foreign language significantly outperformed those who had not on standardized tests of reading and mathematics. Another study examined the relationship between elementary school foreign language study and academic achievement in students who had taken a foreign language in grades four through six. The researchers found that the foreign language students significantly outperformed comparable students who had not taken a foreign language on a standardized test of reading. They also found that within the foreign language cohort, students of average ability made greater gains in reading than students of above average ability, pointing to the value of foreign language learning for all children.

A recent re-analysis of the longitudinal data on the long-term academic achievement of immersion students yielded similar findings to those of the FLES studies above. Canadian students who participated in immersion programs outperformed peers educated in English-only settings. Within the immersion population itself, higher scores on measures of French language proficiency were associated with higher scores on measures of English achievement.

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Early language learning and cross-cultural attitudes

Additional reasons for introducing foreign language instruction in the elementary grades derive from the important goal of developing positive cross-cultural attitudes. Research supports the value of developing such attitudes as early as possible. Young children may be more receptive to lag about and accepting other peoples and their cultures than are emerging adolescents. Emerging adolescents value belonging to a group and conformity to group norms. They may be less likely to value differences between themselves and others and therefore less likely to identify with people of different cultures. Thus, achievement of the cross-cultural goals of foreign language programs may be more difficult to attain when foreign language study begins later. Further, research has shown a dear relationship between cultural attitudes and foreign language achievement. Integrative motivation (the desire to identify/integrate with a target group) is positively related to foreign language learning. Because students who develop and maintain positive, integrative attitudes toward the target culture are also more likely to learn the language itself, arguments for introducing foreign language instruction in the elementary school are strengthened.

Early language learning and longer sequences: the challenge

If GOALS 2000: the Educate America Act is designed to help prepare students to attain world class standards, then American schools face a significant challenge in the area of foreign languages. A recent report of foreign language instructional policies in 15 developed nations (not including the U.S.) found that in 13 of them, foreign language study is mandated for all students by the middle grades. In contrast, a 1988 report found that only 17% of public elementary schools in the U.S. offer foreign language instruction to even some of their students. Of these, only a small percentage are designed to result in any useable proficiency. Indeed, this study showed that only in 3% of U.S. schools do students have the option to enroll in a foreign language program which results in communicative competence. Today, the picture is only slightly improved; only five states have enacted legislation requiring elementary school foreign language instruction.

In the middle grades, the picture is not much better. Data from a number of studies show that only about 12% of American students take a non-exploratory foreign language course in grades 7 or 8. Sixty-seven percent of public schools serving grades 7 and 8 offer no year-long foreign language courses as opposed to 34% of private secular schools. Further, in public schools which do offer year-long courses, only 14% of schools reported enrolling 50% or more of the school's students; in private secular schools, 58% of schools have more than half their students taking a year-long foreign language in grades 7 and 8.

National standards that are challenging and that provide an education comparable with that of the rest of the industrialized world will have to go beyond the traditional two year sequence that has been the hallmark of the college-bound. All students-not just the college-bound-need to learn a foreign language, and they need to study it well before entering the 9th grade. While every state presently has high school foreign language programs in place, most will be insufficient to meet the new standards. Only 9 of the 50 states either mandate foreign language instruction in the elementary grades, plan to do so soon, or offer incentives to schools and school systems which provide it. Only 5 states require foreign language study in the middle grades. As we have seen, opportunities to begin a program of sequential language study in grades 7-8 are relatively limited. In addition, the emphasis on exploratory experiences in the middle grades has, unfortunately, been misinterpreted by some to suggest excluding sequential programs of language development. Further, some of the students who begin to develop useable levels of foreign language proficiency in the elementary grades experience a hiatus while they take exploratory courses-sometimes for as long as three years in a middle school. Since, as in other areas of learning, a hiatus often results in loss of learning, the advantages provided by an early start are often undermined in the middle grades.

Elementary school programs: existing models

Elementary school program models may be placed on a continuum reflecting time devoted to language study, and program goals and objectives. In immersion programs, the most ambitious model in terms of goals and the most time-intensive, the regular school curriculum is taught through the medium of another language. In partial immersion, at least half the school day is taught in the foreign language; in total immersion, all instruction is in the language.

In the U.S., immersion programs begin in grades K or 1. Language teaching per se is not the focus of instruction; rather, language is acquired through instruction in other subjects. Immersion produces extremely high levels of foreign language proficiency. In addition, immersion students consistently perform as well as or better than controls on measures of achievement in reading/language arts, mathematics and science, even though immersion students generally learn these subjects in a foreign language. Some school districts are exploring two-way immersion, in which half the class is made up of monolingual English speakers and the other half consists of speakers of the foreign language. Two-way immersion shows great promise for helping English-speaking children become fluent in a foreign language while also addressing the linguistic and educational needs of language minority children. Since in immersion the 'language' teacher is the classroom teacher, no extra staff is needed, making it the least expensive program model. But, immersion also has disadvantages. Not all parents are convinced that learning the entire school curriculum (or even half) in a foreign language is appropriate and desirable. Immersion requires a large number of teachers (one per class, seven for a K-6 program of one class per grade level) who must be highly skilled and certified elementary school teachers with native-like oral and written proficiency in the foreign language. There are not many teachers with such a profile in the U.S. First pioneered and now widespread in Canada, immersion accounts for fewer than 3% of U.S. programs.

Approximately 45% of programs are FLES (Foreign Language in the Elementary School), a sequential program beginning at any grade K-6 and continuing through the elementary grades. FLES programs fall within a broad range of time allocation. Classes may meet between two and five tunes per week in sessions ranging from 20 to 70 minutes, with a minimum of 90 minutes per week being scheduled in many programs. Today's FLES programs build on the best of the programs of the 1950's and 1960's while improving significantly on their shortcomings. When FLES is part of a well-articulated, long sequence of study, it can result in useable levels of language proficiency and can significantly contribute to improving students' knowledge of and attitudes towards people of other cultures.

Meeting the challenge of early language learning

Resources

Quality programs require resources. These resources may be financial, material, or human.

Different program models require varying degrees of financial resources. FLES and immersion both entail some start-up costs for teacher gaining and for materials development and/or purchase. Some of these start-up costs will continue for several years as the program expands from one grade to the next. TIES programs almost always employ an itinerant specialist who is over and above the usual staffing allocation for the school. Funds for ongoing salary costs for such specialists must be found. The expenditures related to starting and maintaining FLES programs have been a major challenge to be faced in the expansion of elementary school foreign languages. In contrast, immersion programs do not require additional staffing expenditures since the immersion teacher is also the regular classroom teacher.

Material resource are those needed to support delivery of instruction by teachers. These range from curricula to print materials (books, storybooks, readers) to nonprint materials (video and audiotapes, etc.) Young learners need access to instructional support materials appropriate to their cognitive maturity, social and psychological development, and linguistic needs and abilities. Ideally, instructional materials for elementary school foreign languages will be appropriate to the content and approaches found in other subject areas of the elementary school curriculum. All foreign language educators should actively oppose the use in elementary schools of textbooks and visual materials designed for secondary programs.

Model curricula for emerging programs are vitally needed. The curriculum must be proficiency-oriented and recursive. At each level of instruction, and from grade to grade, students must continually expand their ability to perform language tasks, using an ever increasing range of vocabulary and structures, and eventually, refining their cultural and grammatical accuracy. Because authentic communication relies on accurate cultural knowledge and understanding, cultural experiences in the elementary school must contribute to children's understanding of the people whose language they are studying.

Whether developing linguistic or cultural skills, programs need curriculum which integrates the foreign language with other aspects of the elementary school program. Language learning can be enhanced by using content area activities to practice language skills. Similarly, cultural knowledge can be integrated with social studies, art, music, physical education, and even science and mathematics. Therefore, to effectively develop elementary school foreign language curriculum, program planners must know and use the curriculum for other subject areas in planning scope and sequence and in developing appropriate language learning activities.

Human resources are the staff needed to design and deliver quality programs. Well-informed administrators and knowledgeable supervisory personnel are needed to plan and administer elementary school programs. Most important of all, however, are teachers. The number of trained elementary school foreign language teachers is growing, thanks to a variety of training opportunities developed in recent years. Unfortunately, the increase in trained teachers nowhere meets the current anticipated demand for such teachers in the coming decade. Compounding the situation is the shortage of teacher trainers with the knowledge, skills, and fence needed to effectively train others in this field. Elementary school foreign language teachers have sac training needs which are unlikely to be accommodated in the traditional secondary methods course. We will have to address the growing need for appropriate teacher preparation programs if elementary school foreign language programs are to survive and flourish.

The growth of immersion programs coupled with current methodological trends in FLES programs will require that teachers be highly proficient in the target language. Yet the United States is caught in a cycle that is difficult to break. We have few college students preparing to be teachers; of those who are, even fewer are highly proficient in a foreign language because too few students take a foreign language, or, if they do, they start too late. Yet we can't increase the number of students starting foreign language early because we can't find the teachers to teach them. Short-term solutions such as fifth-year teacher preparation programs for those fluent in a foreign language or recruiting teachers from abroad may be needed until we can address the shortage through other means. Our priorities, therefore, must include increasing the number of teacher candidates preparing to work in foreign languages, particularly at the elementary school level.

Teacher Training

Quality teacher preservice and inservice preparation is needed to meet the growing demands of FLES and immersion programs. Teacher preparation programs must be planned with the extensive cooperation of experienced teachers, specialists and supervisors from the precollegiate level. Teacher-preparers also must continually renew their experience and knowledge concerning elementary school foreign language teaching.

While new and expanded preservice training opportunities are needed, we should not ignore the continuing inservice needs of veteran teachers. All teachers-regardless of the grade or subject matter they teach-need opportunities for continued professional growth and renewal. Too often, elementary school foreign language teachers work in isolation. The relatively few number of teachers in a school district (or even state) may make their needs less obvious to those responsible for staff development. However, the very isolation of such teachers, combined with the probability that their preservice preparation for teaching at the elementary school level may not have been extensive, should lead us to ensure that the needs of this population be addressed in a concerted and serious manner.

Already there have been scattered state and local efforts to address teacher education needs. Among these are summer language institutes for FLES teachers, state workshops and federally funded training efforts including training at a few universities, school districts, and organizations, and the development of teacher training materials. Thus, there is a small but growing number of opportunities for training of preservice and inservice teachers.

Program design

While there is no one formula for designing a quality elementary school foreign language program, both research and experiential data suggest that the amount of time spent on language learning and the intensity of the experience have significant effects on the acquisition of foreign language proficiency.

Time and intensity, two of the strengths of immersion programs, can be applied to FLES in a variety of ways. The schedule of classes should ensure continuity from one class session to the next, and that class periods are long enough to provide motivating and intellectually stimulating activities for language teaching and practice. Time allocation alone, however, is insufficient to guarantee intensity. Intensity must also be created by a need to know-students must want and need to understand and speak the language to accomplish meaningful tasks. Children must be continually engaged in purposeful activities if language learning is to take place. Just as secondary students benefit most from meaningful and purposeful language practice activities, so to do children. In contrast, when foreign language instruction is cognitively undemanding, unrelated to the remainder of their instructional day, and only for a brief period of time, students are more likely to coast through the 15-20 minutes during which the foreign language teacher is present.

Some school districts address the time allocation issue by implementing content-based FLES programs. Content-based instruction also allows for interdisciplinary and integrated curriculum, a current trend in elementary education, and one which also addresses questions about taking time out of the school days for foreign language. Such programs are a effective approach to providing meaningful, purposeful, cognitively engaging (and thus, highly motivating) activities. In immersion, at least half of the curriculum is taught through the medium of the foreign language, and as such content-based instruction substitutes for subject matter instruction in English. In most FLES programs, content-based instruction enriches and extends (and only occasionally, substitutes for) instruction in English in the same subject.

In contrast with immersion, in which all or half of the curriculum is taught in the foreign language, content-based FLES curricula have a scope and sequence of objectives focused on language learning. The curriculum draws objectives and practice activities directly from the content students are learning during the remainder of their day. For example, kindergarteners can practice classroom vocabulary and reinforce an objective drawn from the mathematics curriculum by measuring the distance between places in the classroom (e.g., from the door to the teacher's desk) in non-standard units of measure. Sixth graders can practice vocabulary for daily activities and reinforce an objective drawn from the mathematics curriculum by making and labeling (in the foreign language) a pie graph which shows how much time of their day is devoted to sleeping, going to school, watching television, etc.

The role of technology

As we expand foreign language instruction in elementary schools, we should explore the ways in which technology can both enhance the effectiveness of instruction and the means by which it can reduce the costs of programs. While our society has moved into an age of electronic communications, education continues to lag behind in applying technology to instruction. Lack of funding for hardware coupled with an appalling shortage of quality software keeps many schools from exploiting the potential of computer assisted language learning. Video, and particularly interactive videodisc, has great potential for bringing authentic experiences to the classroom, especially when bringing the learner to authentic language/cultural environments seems a remote possibility. Distance learning (and in particular, interactive televised instruction) may allow us to increase learning opportunities for large numbers of students while addressing the critical shortage of trained elementary school foreign language teachers. Most foreign language practitioners, however, would advocate distance learning only when qualified teachers are unavailable. It is unlikely that even the best designed distance learning programs can by themselves effectively substitute entirely for an in-class teacher.

Articulation

Well-articulated programs are a result of consensus, careful planning, and monitoring among language teachers, administrators and concerned parents across levels. Articulation can take place smoothly only if students moving through the programs are achieving predictable outcomes that are consistent across grade levels.

Articulation from elementary school to middle and high school levels is critical to the sustained success of elementary school programs. For too long students have repeated in secondary school much of what they learned previously. In part this has been due to a serious mismatch between the emphasis of the curricula at each level. While elementary school foreign language teachers emphasized vocabulary development and aural/oral skills, secondary teachers were more concerned with the development of a sequence of grammar skills and relied heavily on reading and writing as tools for foreign language learning. The current emphasis in secondary programs on communicative skills, combined with a recognition that articulation is everyone's responsibility should allow us to unprove our ability to move children along a smoother continuum of skills development from one year or level of instruction to the next. Further, we must ensure that students who complete a sequence of instruction in the elementary years are grouped separately in secondary programs from students just beginning foreign language instruction. To mix beginning and continuing students does injustice to students and teachers alike. School systems initiating elementary school programs today must make an early commitment that allows students to pursue a long sequence of articulated foreign language study following a well-developed and carefully planned curriculum throughout the elementary and secondary years.

Research/Evaluation

Critical research questions must be identified and addressed. In addition, evaluation must be included as an essential component of all program designs. The general priorities in the area of research are:

1. Promote classroom-based research on language acquisition and other aspects of elementary school foreign language programs.

2. Encourage longitudinal studies to assess the effectiveness of various program models.
3. Disseminate and replicate research results as widely as possible.

The 1980's brought substantial progress in improving and expanding elementary school foreign language instruction. We know more today than ever before about good language programs and good language teaching. Unfortunately, we still have many unanswered questions. In the years ahead, we need to establish and disseminate a research agenda to address them.

Conclusion

Development of skills in another language and experiences with other cultures can enhance significantly the school achievement of all children. Because knowledge of language is intimately associated with children's world knowledge and the ability to verbalize that knowledge, language learning expands both their knowledge and ability. Early language learning can also substantially enhance children's ability to interact successfully with others, both domestically, in a nation characterized by racial, ethnic, and linguistic diversity, and abroad. It is important that we empower children to do so.

PREPARED STATEMENT OF NOEL A. KREICKER

Foreign language training has a profound effect on the success and failure of US business executives on foreign assignments. I experience this reality everyday as President of International Orientation Resources (IOR), a cross-cultural training and consulting company I founded in 1979 as a result of a failed expatriate assignment. I currently lead a worldwide staff in providing services to approximately 200 of the Fortune 1000 companies. IOR assists expatriate executives and their families during all stages of the expatriate assignment: pre-departure cross-cultural training, language training, relocation assistance, and repatriation. In addition, we conduct global business briefings and provide intercultural management and human resource counselling.

Language training is the most overlooked yet arguably the most important asset for American businesspeople and their families working and living overseas. My failure to make an effective transition into Colombian culture was largely due to my lack of knowledge of a foreign language, in my case, Spanish. This problem continues to impact the majority of expatriates today. To underscore the importance of language in successful business operations, I would like to briefly discuss the findings of three IOR studies. I will conclude with examples of language programs initiated by IOR clients. These companies, GE Aircraft Engines, Sara Lee, Square D, and Andersen Consulting, are leaders in valuing and requiring foreign language competency for their employees.

IOR's Global Management Survey, completed in 1990, compiled advice from more than 100 expatriate managers of different nationalities working in 60 cities around the world. Each of them had an average of seven years experience working abroad. Four skills were determined by survey respondents to be essential to a "global manager in the 1990's." These were the ability to learn foreign languages, patience, flexibility in action and thought, and the ability to listen well. Even making the effort to speak the host country language was considered important to respondents. The consequences of not learning the local language are illustrated by Edward T. Hall, a cultural anthropologist and leading authority in cross-cultural communication. Hall describes perceptions Americans have of Germans from two vantage points: Americans who know German and those who have no knowledge of the language. Not only are there more descriptors of Germans from those who speak the language, but their perceptions are also far more positive.

American View of Germans

From those who know the language	From those who do not know the language
Friendly	Unfriendly
Disciplined	Undisciplined
Self-contained	Just like us
Very well educated	No taste
Perfectionists	Efficient
Slow to know	Standoffish
Meticulous about appointments	
Systematic	Stubborn
Neat and orderly	

American View of Germans—Continued

From those who know the language	From those who do not know the language
Procedures-oriented	Dominated by regulations
Fair to a fault	
Good businessmen	
Play "hard ball"	
Tough competitors	
Somewhat secretive	Never tell you anything
Protective of privacy	
Eager to do right	Afraid of making mistakes
Quality-oriented	Quality conscious

In 1993, IOR conducted a survey in collaboration with Northern Illinois University on expatriate effectiveness. "Effectiveness" was defined as successfully meeting the business goals set by the expatriate employee and both the headquarter and host-country managers. Two hundred eighteen expatriates from 15 North American companies working in 10 different corporate sectors were surveyed. It was found that language fluency correlated directly with expatriate effectiveness as defined in the survey. Even though 90% of survey respondents worked in offices where English was spoken by at least half the staff, expatriates fluent in the local language were nevertheless rated more effective.

Some of the most illuminating pieces of information we have collected are from surveys sent to IOR participants six months after the expatriate's arrival in the host country. A number of these expatriates mention language as either the most significant personal or professional challenge in their assignments. When asked what advice the participant would give to someone prior to relocation, 31% responded to the open-ended question with "learn the language." An expatriate's comment about living in Germany is typical of many who are confronted with the necessity of knowing the host language once they are living and working in the new culture. The participant says: "Because of the international environment of my housing location, not many cultural problems [are evident]. But to fully understand and fit in, German should be spoken. Speaking only English during an assignment is a big mistake. You can be a friend and a colleague speaking English, but to be 'one of them,' you must speak the language." An expatriate in Brazil offers the advice, "persevere with the language at all costs."

US corporations operating under the assumption that English alone is sufficient to achieve worldwide business goals will be suffering the consequences of their narrow vision. As reported in a Chicago Tribune article of March 6, 1994, entitled "Demand great, supply short for overseas execs," over one half of international companies surveyed recently were unable to fill key expatriate assignments. One factor contributing to this dilemma was a lack of language expertise and preparation. "Only 33% of American companies surveyed provided opportunities for language training." In comparison, almost all Japanese companies offered both language and cultural training.

What are US companies doing, if anything, to respond to the need for foreign language skills? GE Aircraft Engines has recently implemented a new policy for their Best Practices SIGMA (Succeeding In Global MArketing) Marketing Development Training Program, which now requires global leadership trainees to receive 135 hours of instruction in two foreign languages. Previously, SIGMA participants were only required to know one foreign language in addition to their native language. When asked to comment on the change in policy, John Kinney, Program Manager for the GEAE SIGMA Program states: "Language is a window to a person's culture. We want to ensure tolerance of other points of view. If you have a knowledge of three languages, you are now globally oriented. Our participants must be able to think globally, not just translate. If you think on a multicultural dimension, business decisions are better founded."

This is not the only evidence of an increasing commitment to language training among IOR clients. Karen Batenic, Director of Human Resources at Sara Lee, believes it is "imperative to be able to communicate with and be aware of other cultures. As we grow a business, we can't go in[to a country] and say, 'adapt to the USA.' It's a two way street. Managers of the future know at least one foreign language and these people are at a premium. As we recruit [and continue to offer language learning opportunities to employees], we view foreign language skills as an incredible asset for all levels, not just at a senior level." Square D, a company owned by the French concern Groupe Schneider, believes employees need to be taught a foreign language to be competitive. "The French believe the French language is the international language of business," says Beverley Grant, Director of Training for Schneider North America. An example of a company which is considering a language training program for their employees is Andersen Consulting, headquartered in St. Charles, IL. Andersen is considering mandating foreign language training throughout the company.

The initiatives of these four companies are a positive sign attitudes are changing. But these efforts are not enough. Foreign language acquisition must be supported and valued by all societal institutions. The reality for US business is clear: without foreign language skills, US firms are finding it increasingly difficult to compete in the global marketplace. I would like to end with a quote from the April 1994 issue of Personnel Journal. "When expatriates don't understand cross-cultural issues and can't speak the language of the country in which they're doing business, creative solutions to business problems aren't put on the table; business dealings quickly turn adversarial . . . more than 20,000 Japanese who work in the US speak English [fluently]. Only 200 Americans working in Japan can claim to speak Japanese fluently when they go over. It's no wonder that the US has the largest trade deficit with its second largest trading partner. 'If we had better language skills we could do a better job overseas.'"

PREPARED STATEMENT OF MARTHA G. ABBOTT

Good morning, Mr. Chairman and Committee Members. My name is Martha Abbott and I am the coordinator for the Foreign Language Programs in Fairfax County Public Schools, Virginia. Imagine, if you will, entering school as a first grader and hearing your teacher use a language that is unfamiliar to you. But instead of simply speaking the language and expecting you to understand, the teacher uses facial expressions, body movements, visuals, and concrete objects to ensure that you understand what is being said. And little by little, after only a few weeks, you begin to feel comfortable with this foreign language being used as the language of instruction during half of your school day. This is the experience of first graders in 13 elementary schools in Fairfax County Public Schools that have a partial-immersion foreign language program. Some of our students learn math, science, and health in Spanish, some in French, some in Japanese, and beginning next year, some in German. What seems like a difficult and anxiety-producing experience through the eyes of an adult, is a very matter-of-fact process for our first graders; because in this program, unlike other foreign language programs, the students are allowed to acquire the language in much the same way that they acquired their native language--in a supportive environment where they are allowed to listen to the language for a long period of time before having to produce the language on their own.

The Fairfax County program began five years ago in eight pilot schools with the impetus of a federal grant that George Mason University received from the federal government to start a program to train teachers to teach in immersion schools. The grant money was exhausted in two years and was not renewed. The Fairfax County program is and has been supported by local County funds and fortunately has not been subject to budget cuts. It is a cost-effective way for students to learn a foreign language. Not surprisingly, we have received enormous support for the Japanese program from the Japanese Ministry of Education and from public and private institutions

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in Japan. It seems that the Japanese, at least, are supportive of our efforts to learn their language. Written testimony has been submitted documenting the evaluation of this program after two years: documentation that shows that these students achieved at comparable levels in mathematics with students of similar abilities who are not in immersion programs, and documentation that shows that the immersion students scored significantly higher than the comparison group on reading tests in English. Clearly this is a program that is bringing significant cognitive, linguistic, and cultural advantages to these children; a program that has no selection criteria--these children were able to learn their first language and now they are well on their way to learning a second one.

I present to you, eight third grade students from Fox Mill Elementary. I thank the principal of Fox Mill, Mr. Dennis Nelson, the Assistant Principal, Dr. Olivia Michener, the teacher, Ms. Nobuko Kochuba and the students for making the trip here today: the students of Fox Mill's third grade Japanese partial-immersion class.

PARTIAL-IMMERSION FOREIGN LANGUAGE PILOT PROGRAM EVALUATION REPORT

Background

On March 23, 1989, the School Board approved the implementation of a partial-immersion foreign language pilot program at eight FCPS elementary schools. The pilot program had been initiated by staff because of a high level of interest among community members in offering the opportunity for learning a foreign language at the elementary level. In addition, recent national reports on education raised the issue of the need to prepare students for life in an increasingly interdependent world. The National Association of Elementary School Principals (NAESP) had adopted a platform statement urging principals to consider the inclusion of instruction in a foreign language as a regular component of the school's instructional program. The rationale was that NAESP recognized that today's students live in a nation characterized by ethnic and linguistic diversity--a diversity that will increase in the coming years. The growing economic interdependence of the United States and its trading partners requires that tomorrow's citizens be competitive in the world marketplace. The ability to express oneself in and to understand languages other than English contributes to success in that competition."

Fairfax County staff considered research studies indicating that learning a second language at an early age has a positive effect on intellectual growth, and leaves students with more flexibility in thinking, greater sensitivity to language, and better listening skills. The earlier and more sustained the instruction, the greater level of proficiency attained and retained by the students.

In addition, research specific to immersion programs was reviewed to determine the most cost effective and productive model for use in FCPS. The partial-immersion model was selected as the most acceptable to parents as well as effective and efficient in terms of time, cost, and benefit to the student. Several local school districts, including Washington, D.C., and Montgomery, Prince George's, and Arlington counties, have successful immersion programs and served as resources in the planning stages of the FCPS pilot program.

Program Design

In the partial-immersion model, the subjects of math, science, and health are instructed entirely in the foreign language. Language arts and social studies are taught in English. Two teachers team together to instruct two groups of students, one group during each half of the school day. The teachers plan the implementation of the curriculum together to ensure integration of concepts taught during both portions of the school day.

George Mason University received a federal grant to provide training for teachers of immersion programs and FCPS became the primary beneficiary of the grant monies during the pilot stage of the program. Assistance from the University included a training course that was gratis to teachers and foreign language staff in the first year, and funding of a summer institute for teachers and principals of the pilot sites during the first two years. Although the federal grant was not renewable, George Mason University has continued the teacher training program for immersion and bilingual education teachers.

Selection of Pilot Sites

In order to determine the pilot sites, the Area Superintendents were asked to recommend schools that might be suitable for the partial-immersion pilot. After suggestions were made, the DIS staff met with the principal, PTA Board, school staff, and community to determine the level of interest at each school. The school community was also surveyed to determine the foreign language that was to be taught at each school. Following are the eight pilot schools and the language selected:

Area I

Fort Hunt	Spanish
Rose Hill	Spanish

Area II

Bailey's	Spanish
Ravensworth	Spanish

Area III

Floris	Japanese
Fox Mill	Japanese
Great Falls	Japanese
Herndon	French

(Section contributed by Virginia P. Collier and Wayne P. Thomas)

IMMERSION PROGRAM OUTCOMES

The following section of this evaluation describes the immersion student performance on three outcome measures: the Program of Studies (POS) Mathematics Test, the Metropolitan Achievement Test (MAT) in Reading, and the Student Oral Proficiency Rating (SOPR).

Test Descriptions

The POS test was given to the immersion students in grades 1, 2, and 3 to measure their progress in mastery of the mathematics objectives for each grade level for Fairfax County Public Schools. This test not only measures the immersion students' mastery of tthe mathematics objectives but also their ability to transfer that knowledge to the English language, as all instruction in mathematics in the immersion classes was provided only in the target language. Two sections of the test were administered in English and one section was administered in the target language.

The MAT in Reading is a national standarized norm-referenced test designed to assess English language arts achievement. It was given to the immersion students in grades 2 and 3 to measure their progress in mastery of English language arts skills in reading for their grade level. Given that immersion students received only half a day of instruction in English, it was very important to have a measure of their English language development.

The SOPR was used to measure immersion students' development of oral proficiency in the target language (Spanish, French, or Japanese). This test is a standardized performance measure, using teacher judgement on a rating scale from 0 to 25, with 0 representing no proficiency in the target language and 25 representing full proficiency at the level of a native speaker. Each of five categories--comprehension, fluency, vocabulary, pronunciation, and grammar--are described in the rating scale at five levels of development. Scores 1-5 represent the first level of target language acquisition; Level 2: scores 6-10; Level 3: scores 11-15; Level 4: scores 16-20; and Level 5: scores 21-25.

Comparison groups

This evaluation compares the performance of the immersion group to three comparison groups. These include a local FCPS sample of students comparable to those in the immersion program (a local comparison group), the typical performance of FCPS students expressed by FCPS mean test scores (a county-wide comparison group), and the performance of students nationwide, as described by national norms and reported in both Normal Curve Equivalent scores (NCEs) and national percentiles (a national comparison group). Both one-year and two-year program effects are reported in these comparisions, where appropriate.

The performance of the 719 immersion group students on the Metropolitan Achievement Test is described in terms of scaled standard scores and is compared with the performance of the local comparison group, the mean FCPS scaled scores for each grade, and the national average scaled scores for each grade. Each of these scaled score means is converted to national percentiles and NCEs.

The local comparison group, consisting of 1320 students and selected from records of all students attending Fairfax County Public Schools, was carefully chosen by a process of matching immersion students' scores on the Cognitive Abilities Test (COGAT) taken in first grade with students in FCPS at the same grade taken to match both groups by percentage of students of varied ethnic backgrounds, by primary language (to include English as a Second Language students in the same proportion to native English speakers in both the comparison and immersion groups), and by percentage of immersion and comparison students reveiving free/reduced lunches provide by FCPS.

Results

Mathematics achievement. After one year in immersion classes in which all instruction in mathematics was given in the target language (Spanish, French, or Japanese), the immersion students achieved slightly higher than the FCPS mean on the Program of Studies, Grade 1, Math Test (POS1). While they scored 0.8 of one percentage point lower than the comparison group, the difference is within the range of error of measurement. This means that, statistically speaking, these are comparable scores and that there is no significant difference between the groups in their POS performance. This is the only test in which the immersion students scored slightly lower than the comparison students.

After two years in immersion classes, the immersion students achieved at the same level as the comparison group on the POS2 in mathematics and 3 percentage points higher than the FCPS mean. On the POS 3, the Japanese immersion students achieved slightly higher than the comparison group and 3.7 percentage points higher than the FCPS mean.

To summarize mathematics achievement, the immersion students did at least as well or better than their comparison group in all three grade levels in which the immersion program was implemented for 1989-1991. In addition, the immersion group achieved at levels higher than the FCPS mean on all levels: POS1, POS2, and POS3. This is a very significant accomplishment when all math instruction was given in the target language, in which most students had no proficiency at the beginning of the program. It is noteworthy that, in the first two years of the program, FCPS immersion students have performed at levels higher than typical immersion student performance in implementation stages. Usually significant gains are not seen until the third or fourth year of a program.

English language arts achievement. Since the Metropolitan Achievement Test (MAT) is only given in grades 2 and 3, the immersion students' performance is reported in those grades, after two years of program implementation. On this test, the immersion students strongly outperformed both the comparison group and the FCPS average, with the immersion students scoring at the 80th percentile on the MAT2, the comparison group at the 72th percentile, and the FCPS mean at the 74th percentile. On the MAT3, the immersion group scored at the 81st percentile, the comparison group at the 78th percentile, and the FCPS mean at the 70th percentile. This is a significant difference, with the immersion students about one-fourth of a standard deviation above the achievement of the comparison group and the FCPS mean.

Again, this is a highly significant accomplishment for the immersion students, as they only receive half of their instructional day in the English language. The results support many other research studies which show that developing bilinguals typically become metalinguistically aware at an earlier age and are able to use their expanded knowledge from the process of developing a second langauge to analyze their own first language. Thus, even though the immersion students receive less formal instructional support in Enlish, they can apply the knowledge they gain in the target language to analysis of their first language.

Target language proficiency. The main goal of the immersion program during the first two years of instruction of math, science, and health through the target language was to begin development of oral proficiency in the target language at no cost to the students' academic achievement in English. Since the students are clearly outperforming their comparisons in both English mathematics and English language arts, any gains that they also make in development of target language proficiency can be seen as an added bonus. Formal instruction in reading and writing of the target language was not an explicit goal of the first two years of the immersion program; therefore, for this first stage, only a standardized test of oral proficiency was chosen to measure the target language. In future evaluations, a measure of written proficiency in the target laguage will be added.

The results of the Student Oral Proficiency Rating (SOPR) demonstrate the immersion students' progressive development of their oral skills in the target language. In September, 1989, all of the English-speaking students were at 0 proficiency level on the SOPR rating scale of 0-25, with no proficiency in the target language. By the end of the first year of instruction, during which they acquired the second language through lessons in math, science, and health with no explicit teaching of the target language, the immersion students had reached the average score of 8.1 on the SOPR, or a median score of 7. At this level (Level 2, ranging from 6-10 on the SOPR), the immersion students could comprehend social conversation, teacher directions, and follow general activities in the target language. At Level 2, they began to energe from the silent period (a stage in child second language acquisition when the child is acquiring rapid listening comprehension skills in the target language but is not yet ready to begin producing the language at any significant level; the silent period can last anywhere from 3 months to one year). At Level 2, as the immersion students began to experiment with speaking in the target language, although they made many errors in speech (to be expected at this natural developmental stage), they started to use the language more and more.

By October of the second year of instruction, the students had begun moving into Level 3, which is the mid-range of proficiency development, with a score on the SOPR of 11-15. By the end of the second year of instruction, they reched a mean and median of 14, which represents the upper end of Level 3. At this level, they understood most of what was said, participated significantly in speaking in the target language, with mastery of quite a range of vocabulary needed for the math, science, and health activities of the curriculum, and they were expected to and continued to make grammar errors which most of the time did not affect the flow of communication. At this level, the students were more than half way towards development of native speaker oral proficiency. Students who entered first grade in the second year of the program, and therefore had only one year of exposure to the target language, were slightly farther along in their proficiency development than the first year of the program with a mean and median score of 10 on the SOPR. This is a laudable accomplishment for oral proficieny development during the first two years of the program.

Writing samples were collected in the Spring of 1991 using a standardized procedure for collection of the samples, which will serve as a base line measure for future assessment of writing proficiency in the target language. These writing samples demonstrate the students' growing awareness of print patterns in the target language, even though they have not yet had formal instruction in writing in the target language. In other words, they have acquired through natural language acquisition some of the conventions of the written form of the language.

Special groups. To analyze the effect of the immersion program on students for whom English is not their primary language, an analysis of the performance on the POS1, POS2, and MAT2 of the ESL students in the immersion and comparison groups was conducted. Some of the ESL students in the immersion program are not native speakers of the target language, so for them they are studying in their second and third languages. Other ESL students are speakers of the target language; the immersion program provides these students with the opportunity to develop cognitive and academic skills in their first language at the same time that they are building cognitive and academic proficiency in their second langauge, English. Typically in evaluations of programs that provide native language support, gains are not seen in the first two years of the program on tests in the second language, but by the third or fourth year of native language academic development combined with second language academic development, large gains are made by students on standardized tests in the second langauge.

The ESL students in the immersion program performed slighlty below their comparison group on the POS1 and POS2, although when the standard error of measurement is taken into consideration, their scores are comparable to the ESL comparison group on the POS2. It is noteworthy that the ESL comparison group had all exited from the ESL program; whereas the majority of the ESL immersion group are students within the ESL program having recently arrived or having only been in the U.S. for approximately one year. Thus it would be expected that the immersion ESL students would do less well than their comparison group, as the comparison group has been in the U.S. for a longer time. Yet, on the MAT2, the ESL immersion students scored slightly higher than the ESL comparison group. The ESL immersion students scores are in the range of ESL FCPS norms after four years of exposure to English academic instruction. Since many of the ESL immersion students are classified as A (beginning ESL), B1 (intermediate ESL), and B2 (advanced ESL) students in the ESL program, these scores are above the typical range of scores on standardized tests for their level of English proficiency. Futhermore, some of the ESL students are receiving half of their instructional day in their third language. Thus this level of achievement on the POS and MAT is quite remarkable.

Conclusions

Overall, the students participating in the immersion program have scored at least as well, and to some extent, better than comparable FCPS students who were not in the program. There is no evidence that the students' academic and cognitive development has been slowed in any way by their immersion experience. In fact, there is some evidence, at times significant evidence, that their performance in English and in the content areas has been enhanced during the past two years when compared to non-participating students of similar ability and characteristics.

The following statements summarize the main findings:

1. The immersion students did at least as well or better than their comparison group on mathematics achievement in grades 1, 2, and 3. It is noteworthy that, in the first two years of the program, FCPS immersion students performed at levels higher than typical immersion student performance in implementation stages, even though all instruction in mathematics was presented in the target language.

2. In English language arts achievement, immersion students significantly outperformed their comparison group, with scores at the 80th percentile on the MAT2 and at the 81st percentile on the MAT3. This is remarkable, given that students only received half a day of instruction in English.

3. In target language proficiency, the immersion students made steady progress towards oral proficiency in the target language, reaching the higher range of mid-level proficiency (Level 14 on a 0-25 point scale, with 25 representing full native speaker proficiency) by the end of the second year. This is excellent progress toward oral proficiency development in the target language, acquired through natural langauge acquisition through math, science, and health curricular activities, with no formal language instruction in the target language.

4. Given that the immersion and comparison groups were carefully matched on COGAT (Cognitive Abilities Test) scores and can be truly considered to be comparable groups, the higher immersion group achievement is a real

accomplishment. Both the immersion and comparison groups outperformed the FCPS means on all measures. FCPS means on standardized measures are well above national norms. Thus, the immersion group's achievement in the first two years of the program is truly remarkable, being even higher than the achievement of students in other immersion programs in both the U.S. and Canada.

Immersion Program Outcomes

TWO-YEAR IMMERSION PROGRAM EFFECTS ON STUDENT PERFORMANCE ON POS MATH

Immersion Students in Grades 1-2 (1989-1991) POS MATH, Grade 2, After Two Years in Immersion:

	Mean Raw Score	Mean Percent Correct
FCPS mean	63.5	86.0
Comparison	65.8	88.9
Immersion	65.8	89.0

ONE-YEAR IMMERSION PROGRAM EFFECTS ON STUDENT PERFORMANCE ON POS MATH

Immersion Students in Grade 1 POS MATH, Grade 1, After One Year In Immersion:

	Mean Raw Score	Mean Percent Correct
FCPS mean	47.8	89.0
Comparison	48.9	90.6
Immersion	48.5	89.8

TWO-YEAR IMMERSION PROGRAM EFFECTS ON STUDENT PERFORMANCE ON MAT (READING)

Immersion Students in Grades 1-2 (1989-1991) MAT2, After Two Years in Immersion

	Mean Scaled Score	NCE	Percentile
FCPS mean	594.4	63.9	74
Comparison	590.1	62.3	72
Immersion	603.0	67.7	80

IMMERSION PROGRAM EFFECTS ON STUDENT PERFORMANCE ON SOPR

Immersion Students' Oral Proficiency in Target Language (1989-1991): SOPR Scores Through Two Years of Immersion Classes: (Maximum score: 25)

Sept 89		May 90		Oct 90		May 91	
Mean	Median	Mean	Median	Mean	Median	Mean	Median
0	0	8.1	7	11.1	10	14.1	14

Immersion Students' Oral Proficiency in Target Language (1990-1991): SOPR Scores Through One Year of Immersion Classes: (Maximum score: 25)

Oct 90		May 91	
Mean	Median	Mean	Median
4.9	5	10.4	10

FOR MORE INFORMATION, CONTACT:

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BEST COPY AVAILABLE

PREPARED STATEMENT OF CHRISTINE L. BROWN

Good day Senator Simon and members of the subcommittee on Education, Arts and the Humanities. My name is Christine Brown and I am the Director of Foreign Languages for the Glastonbury Connecticut Public Schools. For more than ten years I taught French , Spanish and English as a Second Language in the elementary schools in West Hartford, Connecticut. In my present position I teach French and Spanish at the secondary level. For the last year I have also had the honor of chairing the K-12 Task Force on the development of National Standards in Foreign Languages.

I come before you today to speak to the need for improved and expanded foreign language education at the elementary and middle level. As the students who preceded me so forcefully demonstrated, learning and using a language is a fulfilling and exciting endeavor. Unfortunately for most students in our nation, learning a second, or third language is not an option. Unlike other nations, our nation has neglected to raise the learning of other languages to a level of national priority. In fact less than twenty percent of the elementary school students in the United States will ever participate in an elementary school foreign language program. Many of those who will begin to study a language at an early age will do so in private not public schools.

Why study a language at an early age? With compelling ads in airline magazines and slick radio commercials telling us how easy it is to learn another language, what's all this fuss about? The painful truth is that learning to speak read, write, and think in another language takes a very long time; and age and attitude have an effect on one's ability to become proficient in another language. Just as mathematical reasoning skills should be learned and applied in many contexts and operations according to the developmental level of the child so too should the elements of another language and culture be learned and applied in a variety of contexts according to the age and developmental characteristics of the child.

Would educators, parents or politicians ever suggest that two years of math or science be adequate preparation for the technological demands of the year 2017 , the year our present kindergartners will be entering the workforce? Certainly two years of another language will provide little help for young adults who will live and work in a culturally and linguistically diverse neighborhood not to mention nation or shrinking world. The ability to speak with and understand allies and adversaries must be nurtured in the early grades and gradually expanded in a variety of ways as children progress through school. To relegate language learning to the older adolescent or young adult years is to continue a national practice rooted in late nineteenth century fears , phobias and economic and political isolationism.

Recent research in our field confirms the difficulties adults have in pronunciation in other languages. There certainly does seem to be an optimum age after which it is difficult to perfect pronunciation. Although research has not established conclusive evidence for an optimum age for developing a positive attitude toward learning another language and appreciating other cultures, common sense as well as years of observation show parents and educators that attitudes form quite early in life. In fact , large scale local, state and national efforts to expose youngsters early to other cultures, races and languages seem to pay great dividends in building understanding and in reducing racism and prejudice. The opportunity to begin to learn another language in the early elementary grades offers a child a first glimpse into how others think and view the world. Certainly this ability to understand others is the critical ability to develop if we are to survive and thrive as citizens of a diverse nation and economically and environmentally shrinking planet.

In addition to the educational reasons for beginning the study of languages in the elementary school, there are strong political and historical reasons for beginning languages in the early grades. Citizens of our nation show the value of certain subjects by including them in the so called "core of learning." Since the early years of the twentieth century foreign language learning has been relegated to four years in the high school for the academically talented, two years for the college bound student headed for a liberal arts degree and not even suggested for students headed to vocational careers or to careers in K-12 education. Many present day elementary and secondary school teachers and administrators have never even studied another language! Although individuals interested in teaching in elementary schools in this nation are generally required to have at least one course in the Arts, no similar requirement exists for languages. Is it any wonder that when education budgets are reduced that language programs are many times the first to be curtailed or eliminated?

Traditionally subjects relegated to the fringes of the educational core are not valued by students, teachers or parents. Students,not knowing what they are missing, avoid language learning or, worse, remember with disdain the two grammar-packed years they were forced to sit through at the most embarrassing times of their adolescent lives.

This unfortunate perception is held not only by students but also by parents and policy makers who had similar experiences in schools. Although the language teaching profession has shouldered much of the blame for the negative experiences of many adult Americans, language teachers have been forced to teach the entire corpus of their profession in two years to students brought kicking and screaming to the experience.

Isn't there a better way to teach languages? What do we know about what works? Language learning is alive and well in some parts of our country. Through local , state and national initiatives such as the Foreign Language Assistance Act, American students are learning and using foreign languages to enrich their lives and their employment prospects.

Since 1956, in Glastonbury, Connecticut, all elementary school students have had the opportunity to study at least one foreign language. Due initially to funding from the National Defense Education Act, the Glastonbury Public Schools initiated a comprehensive language program that included the introduction of a language in grade three as well as the implementation of a six year sequence in Russian to be learned following the elementary language .

For nearly forty years the students who started languages early and stayed with one language and or added Russian have been admitted to some of the finest colleges and universities in the nation(in 1993 eighty percent of the high school students were studying at least one language). Annually students and parents report that college teachers are astounded at the language proficiency of our students. Many students advance to the third year of a language and in the case of Russian some have a difficult time finding courses that challenge them. For years our students have traveled and studied abroad only to perfect their skills to the point where they find jobs in business and government that require advanced language skills. One early graduate of the Russian program just retired as a translator from the United Nations. Many recent graduates are being recruited to participate in joint ventures in the former Soviet Union. A recent survey of more than 1200 graduates of Glastonbury High School has shown that our graduates rate the opportunity to begin languages in the elementary school as the best element of the language program. They strongly recommend that we move the starting point of our program from grade 3 to kindergarten.

Recently the Glastonbury Public Schools entered into a joint educational venture with the East Hartford Public Schools. In order to reduce racial and ethnic isolation in the two communities, the two boards of education agreed to open a joint magnet school. The academic focus of the school was to be on science, but due to the early language program already in place in Glastonbury, parents were adamant about the inclusion of a language in the early grades. Parents and educators agreed that Japanese should be introduced in kindergarten and expanded throughout the grades as the school expanded. Due to funding from the Foreign Language Assistance Act, a Japanese program was begun that has captivated children and parents. Parents are so drawn to the program which integrates Japanese with key concepts and vocabulary in science that there is a long waiting list to enroll.

The Glastonbury-East Hartford Magnet School is but one example of excellent language programs being funded by the Foreign Language Assistance Act. Several distance learning programs in Russian are being provided by this act as well as elementary Japanese programs in Waterbury and Norwalk, Connecticut. I also recently attended the annual meeting of the Ohio Foreign Language Association where language educators from four programs funded by the Foreign Language Assistance Act were presenting workshops on their model programs. Without funding from this legislation districts would not have been able to implement programs in critical languages such as Russian, Japanese, Mandarin or Arabic. We urge you to continue this funding and to expand the amount of money allocated to programs in critical languages.

Through my work with the National Standards Project in Foreign Languages, I have developed a deep appreciation for the commitment of the language teaching profession in this country. Teachers with whom we have met and talked praise the efforts of legislators such as you Senator Simon, and you Senator Dodd. We also recognize the efforts of Secretary of Education Riley for the inclusion of foreign languages in the Goals 2000. Without your understanding and efforts at legislation aimed to expand and improve the teaching of foreign languages in the United States, we would be further behind our neighbors in other countries. The Standards Task Force has examined documents from many other countries only to find nearly universal emphasis on an "early start" for learning foreign languages. Regretfully, I am unable to read the newly created Russian Language Standards on my desk for my Russian is too limited, but I suspect that the historical emphasis on early language learning will be even more comprehensive in the new language standards from Russia.

Our work on the K-12 Task Force is progressing. We are committed to providing benchmarks at grades four, eight and twelve. We know that in order for districts and states to improve present programs more teachers will have to be trained, college and universities will need to make changes in the programs they presently offer and local districts will need the resources to expand and implement programs. Our goals are both short and long term. We need a language competent workforce and citizenry if we are to succeed and flourish in the year 2000 and beyond. We need your support though the re-authorization of ESEA with special provisions for foreign language education.

[Additional material may be found in the files of the committee.]

[Whereupon, at 11:40 a.m., the subcommittee was adjourned.]

ESEA REAUTHORIZATION SCHOOL IMPROVEMENT PROGRAMS FOCUSING ON WHAT WORKS

THURSDAY, MAY 5, 1994

U.S. SENATE,
SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES,
OF THE COMMITTEE ON LABOR AND HUMAN RESOURCES,
Washington, DC.

The subcommittee met, pursuant to notice, at 10:35 a.m., in room SD–430, Dirksen Senate Office Building, Senator Claiborne Pell (chairman of the subcommittee) presiding.

Present: Senators Pell, Simon, Wellstone, and Hatch.

OPENING STATEMENT OF SENATOR PELL

Senator PELL. The Subcommittee on Education, Arts and Humanities will come to order.

Today marks our 12th and final hearing on S. 1513, the Reauthorization of the Elementary and Secondary Education Act of 1965. Our hope is to have the subcommittee consider this legislation in executive session on May 12, 1 week from today.

We will hear today from two distinguished members of Congress, Senator Moseley-Braun and Congressman Engel.

Our two panels will focus on a series of important areas. These include the role of arts in education, civics education, the Reading is Fundamental Program, the National Writing Project, gifted and talented education, and the very serious concern of gender equity in our education programs.

I am particularly pleased to have two valued friends here this morning—Chuck Quigley, from the Center for Civic Education, with whom we have worked very closely in the areas of civic and international education; and Steve Janger, who has done a superb job with the Close Up program.

I think we will start off with our first panel, and then when Senator Moseley-Braun and Congressman Engel come, the panelists will be asked to step to one side so they can give their testimony. We have a good many witnesses today, and I think we should get started.

[The prepared statement of Senator Pell follows:]

PREPARED STATEMENT OF SENATOR PELL

Today marks our twelfth and final hearing on S. 1513, the reauthorization of the Elementary and Secondary Education Act of

1965. Our hope is to have the subcommittee consider this legislation in executive session on May 12, one week from today.

We will hear first today from two distinguished Members of Congress.

Senator Moseley-Braun will testify on her school facilities legislation. The question of adequacy of school facilities throughout our Nation is a matter of very serious concern, and we look forward to her testimony with great interest.

Congressman Engel will testify on his Community Arts Partnership bill. The idea of involving the arts more directly in the education of our children is one which I strongly support.

Considerable work is already underway to build upon what Congressman Engel has begun, and to bring the two Endowments, the Institute of Museum Services, and the Department of Education into a working partnership to further the purposes of the Congressman's original legislation.

Our two panels will focus on a series of important areas. These include the role of arts in education, civics education, the Reading is Fundamental Program, the National Writing Project, gifted and talented education, and the very serious concern of gender equity in our education programs.

I am especially pleased to have two valued friends here this morning: Chuck Quigley from the Center for Civic Education, with whom we have worked closely in the areas of civics and international education; and Steve Janger, who has done a superb job with the Close Up program.

Senator PELL. I would ask Jackie DeFazio, Tom Seligman, Dr. Renzulli, and Chuck Quigley to come forward, please. And I would ask all your forgiveness if I interrupt you when our congressional witnesses turn up.

We will start with Jackie DeFazio. Ms. DeFazio is president of the American Association of University Women, assistant principal for instruction at the Glenbard East High School in Lombard, IL. I know that Senator Simon would like me to extend his good wishes to you.

Ms. DeFazio?

STATEMENTS OF JACKIE DeFAZIO, PRESIDENT, AMERICAN ASSOCIATION OF UNIVERSITY WOMEN, AND ASSISTANT PRINCIPAL FOR INSTRUCTION, GLENBARD EAST HIGH SCHOOL, LOMBARD, IL; TOM SELIGMAN, DIRECTOR, STANFORD UNIVERSITY MUSEUM OF ART, STANFORD, CA; JOSEPH S. RENZULLI, DIRECTOR, NATIONAL RESEARCH CENTER ON THE GIFTED AND TALENTED, UNIVERSITY OF CONNECTICUT, STORRS, CT; AND CHARLES N. QUIGLEY, EXECUTIVE DIRECTOR, CENTER FOR CIVIC EDUCATION, CALABASAS, CA, ON BEHALF OF WE THE PEOPLE

Ms. DEFAZIO. Thank you very much, Senator.

I am honored to represent the American Association of University Women's members here today—150,000 women and men committed to the belief that equal educational opportunity is a cornerstone to equality in all areas of life.

That commitment to education is a cornerstone of my own life as well. As you said, I currently serve as an assistant principal in a suburban Chicago high school.

For several years, AAUW has advocated for the Government to take a leadership role in promoting gender-fair, culturally-sensitive education. The inequitable practices that continue to be the norm in too many schools keep girls, especially racial and ethnic minority students and girls with disabilities, from receiving the same quality of education as their brothers. Ultimately, such practices rob us of the potential of half our Nation's children.

Since 1990, AAUW has commissioned three major research efforts. The first documented the existence of a gender gap in self-esteem experienced by adolescent girls. The second brought together more than 1,300 research efforts and documented the glass ceiling begins in kindergarten. And the third revealed that sexual harassment is a daily occurrence in our Nation's schools.

The written testimony that we have submitted to the subcommittee documents the key findings of our research. I want to talk about what that research really means—what school is like for all too many girls.

Even in excellent suburban high schools, girls experience gender bias. It can be very subtle. A math teacher who accepts a correct answer to a difficult problem from Michael with a comment on his skill in solving the problem, and who at the same time questions Jennifer when she solves a problem no one else was able to solve: "Who helped you with that problem?" the teacher asks, not once, but several times, "Your boyfriend? Your father?" Repeatedly, Jennifer claims that she did the work herself, and eventually, the teacher does move on. But the message to Jennifer is clear: Girls do not do math problems, difficult ones, on their own.

Sometimes the bias is benevolent—teachers who do not insist that girls respond in class because they are shy—and sometimes it is much more overt, as happened in our school yesterday when an industrial tech teacher told the girl she did not belong in a woodworking class.

Always, though, the damage is the same. Girls are made to believe that their contributions and experiences are less valuable, less competent, than those of boys in the same class.

Unfortunately, school experiences like these are not unique. The good news is that Congress can do much to promote equity in schools. Many of the specific recommendations from the AAUW report are outlined in the four bills known as the "gender equity in education package." Key elements of those bills that we hope to see incorporated as amendments to the Elementary and Secondary Education Act include the following.

First, Congress must enable more school professionals to have access to professional development in gender-fair education. Teachers do not mean to be unfair. They are often unaware of the nature and impact of their teaching behaviors. To address such concerns, schools must be allowed to use Federal education dollars to fund gender-equity training programs. All school-wide improvement initiatives, like Chapter I, for example, should include funding to support development and implementation of strategies for meeting the educational needs of diverse students including girls.

Particular attention must be given to providing professional development in the areas of math and science. Ending the stereotype that math and science are male fields requires attention to the learning styles of girls, recruitment of more female math and science teachers, and funding of informal education opportunities such as those provided by community-based organizations.

Second, we recommend the expansion of the Women's Educational Equity Act Program, known as WEEA. Congress should take action to shift WEEA's major focus to helping put effective gender equity strategies in place in individual schools while continuing the important research and development component. We recommend expanding the WEEA program to include implementation grants and increasing the authorization level to $30 million.

To ensure coordination between WEEA and other gender equity programs, Congress should establish an Office of Gender Equity in the Department of Education. That office would prevent duplication of efforts and provide much-needed accountability for all programs.

Third, Congress should fund sexual harassment research and prevention programs under WEEA. School-wide improvement dollars should be made available for training on effective ways to eliminate sexual harassment, and technical assistance should be provided to schools and States working to develop sexual harassment policies.

Fourth, there must be greater attention to gender issues and education research. We need to know much more about the causes and remedies for those inequities, and we also need to know more about how the ESEA programs are serving different groups of students. Program evaluation data must be collected and reported by sex within race or ethnicity and socioeconomic status to provide a true picture of the success of those efforts.

Fifth, we call on Congress to address an issue of importance to many aspiring high school athletes, female athletes. Colleges and universities must be required to disclose their participation rates and expenditures to the public so that girls, prospective students, will know the university's commitment to equity.

Finally, we urge you to give attention to the needs of pregnant and parenting students as you revise dropout prevention policies. We recommend that 25 percent of Federal funds for dropout prevention programs be targeted to serve pregnant and parenting teens, whose needs and reasons for dropping out differ greatly from those of other students.

The Nation's attention is focused on education reform now, but experience has taught us that that focus will not last forever. We urge you to act now to eliminate educational inequities, to make the future brighter for both our daughters and our sons.

Thank you.

[The prepared statement of Ms. DeFazio may be found in the appendix.]

Senator PELL. Thank you very much, Ms. DeFazio.

We now welcome Senator Moseley-Braun, and if she would come forward, we will receive her testimony, as well as that of Congressman Engel.

I apologize to the other witnesses on the panel, but congressional schedules are very pressing.

First, we will hear from Senator Moseley-Braun. The question of the adequacy of school facilities throughout our Nation is a matter of very serious concern and of very real interest to her. I would add my own personal regard, respect, and affection for Senator Moseley-Braun, as we recognize fully the concerns she has expressed for the very real needs of her school facilities. We will be looking to do our best to work out accommodation of those concerns in the text of the ESEA bill.

Senator Moseley-Braun?

STATEMENTS OF HON. CAROL MOSELEY-BRAUN, A U.S. SENATOR FROM THE STATE OF ILLINOIS; AND HON. ELIOT L. ENGEL, A MEMBER OF CONGRESS FROM THE STATE OF NEW YORK

Senator MOSELEY-BRAUN. Mr. Chairman, I would like to thank you for inviting me to testify on behalf of S. 2034—The Education Infrastructure Act of 1994.

I sincerely admire your hard work and dedication to improving the education of our Nation's children. I hope to continue working with you to increase educational opportunities for all Americans.

Mr. Chairman, the American system of public education has historically given local school boards primary responsibility for maintaining our Nation's education infrastructure.

For a long time, local school boards were able to meet that responsibility. They built school buildings in America. However, the ability of local school boards to continue to meet that responsibility has steadily declined. as a result, our schools are aging. 31% of our Nation's schools were constructed before World War II. 43% were constructed during the 1950's and 60's in order to meet baby boom needs. Only about 25% of existing schools were built during the 1970's, the 1980's, and 1990's.

To build schools, local school boards rely on local property taxes. And, as we all know, school boards in every State in the country are finding it increasingly difficult to support their academic programs, much less their school facilities, with local property taxes.

Mr. Chairman, local property taxes are an inadequate source of funding for public education because they make the quality of public education dependent upon local property wealth.

Two districts in Illinois illustrate the gross disparities created by our current school financing system.

In 1990, the owner of a $100,000 home in a prosperous community paid $2,103 in local property taxes. This community spent an average of $10,085 per child in its public schools. On the other hand, the owner of a $100,000 home in a low and moderate-income community with fewer resources paid $4,139 in local property taxes, almost twice as much, even though that community was able to spend only $3,483 on average per child in its public schools—less than one-third of the money the more prosperous community was spending.

In 1992, 57% of voters in Illinois voted to address the problems created by our system's reliance on local property taxes by directing the State to increase its share of public education funding.

The voters of Michigan also voted recently to shift funding for public education away from the local property taxes to more equitable sources of funding.

The education infrastructure act would not infringe upon local control over public education in any way. Rather, this legislation is designed to help local school boards support the repair, renovation, alteration, and construction of our Nation's public elementary and secondary school facilities. It seeks to supplement, augment, and assist local efforts to support education in the least intrusive way possible.

By providing assistance for the school houses, we will assist local school boards in their efforts to fund badly needed instructional services inside those facilities.

By providing an environment conducive to learning, we will help our children learn.

By providing this needed and long overdue support, we will begin to address our failure to adequately engage Federal resources in behalf of preparing our children for competition in this global economy and securing the future of our democratic institutions. This is in our children's interest; this is in our Nation's interest.

Mr. Chairman, several recent studies have found that the problems facing our Nation's education infrastructure have reached crisis proportions.

In a recent survey of State educational agencies, the Education Writers Association found that our Nation's education infrastructure needs are about $125 billion: $84 billion for new construction and $41 billion for maintenance and repairs.

In fact, the EWA survey also reported that, while 42% of our Nation's school facilities are in good condition, 33% are only adequate, and 25% are "shoddy" places for learning.

More specifically, this survey found that 61% of our Nation's "inadequate" school facilities needed major repairs; 43% were obsolete; 42% were environmentally hazardous; 25% were overcrowded; and 13% were structurally unsound.

Other studies have shown that our Nation's education infrastructure is falling apart in both rural and urban school districts alike.

The Council of Great City Schools, for example, recently reported that our urban centers such as New York City, Los Angeles, Detroit, and Chicago need more than $1 billion each to repair old school buildings and build new ones.

Several education researchers have also concluded that one-half of all rural school buildings in the United States are "unsafe", "inadequate", and "inaccessible" to disabled students.

In 1992, the Illinois State Board of Education found that its local school districts needed more than $542 million for repairs and over $468 million to meet State and Federal disability and energy conservation laws.

The Illinois State Board of Education also found that one-third of Illinois' public schools were over 50 years old.

Another study conducted by the Rhode Island Department of Education found that 50 of Rhode Island's 317 public school buildings are "inadequate" in one or more of their building systems and that 40% of Rhode Island's public schools are at least 45 years old.

Nonetheless, the Federal Government as well as most States continue to force local school districts to rely increasingly on local property taxes for public education, in general, and for school repair and construction projects, in particular.

In Illinois, for example, the local share of public education funding increased from 48% during the 1980-81 school year to 58% during the 1992-93 school year, while the State share fell from 43% to 34% during this same period.

At the same time, State support for the repair, renovation, alteration, and construction of public school facilities has fallen even more dramatically in Illinois—one of at least 23 States which provides little or no funding for school facilities projects.

Although the Illinois General Assembly created the capital assistance program in the early 1970's to help local school districts finance school repair and construction projects, support for this program has diminished rapidly.

During fiscal years 1985 through 1990, the State of Illinois appropriated only $18 million for local school repair and construction projects, and then only on an individual direct grant basis.

In most cases, individual schools are also finding it increasingly difficult to support routine maintenance and repairs within their tightening school budgets. In fact, the Council of Great City Schools reported in 1987 that the percentage of local school budgets devoted to building maintenance has steadily declined from 12.7% in 1939 to 3.3% in 1986.

Mr. Chairman, the Federal Government must accept a share of the blame for failing to provide students in East St. Louis and throughout the country with school environments which are conducive to learning.

During the 1980's alone, the Federal Government's share of public education funding dropped from 9.8% to 6.1%.

Yet, what most Americans don't know is that, out of the $12.9 billion the Federal Government invested in elementary and secondary education during the 1989-90 school year, only $12 million or about 1/1000th of that amount, goes to the facility, the environment in which learning is expected to take place. This hardly comports with our stated support of education.

In her research at Georgetown University, Maureen Edwards found that students in poor school facilities can be expected to fall 5.5 percentage points below those in schools in fair condition and 11 percentage points below those in schools in excellent condition.

The Education Infrastructure Act of 1994 challenges Congress to take the first important step towards making elementary and secondary education the kind of priority it should be.

This legislation would authorize the Secretary of Education to allocate $600 million directly to local school districts for the repair, renovation, alteration, and construction of public elementary and secondary school libraries, media centers, and facilities used for academic or vocational instruction.

The Secretary of Education would be authorized to distribute these funds to local school districts (including those with large numbers or percentages of disadvantaged students) which can demonstrate urgent repair, renovation, alteration, and construction needs.

More specifically, the Education Infrastructure Act would help local school districts: (1) inspect their facilities; (2) repair facilities that pose a health or safety risk to students; (3) upgrade their facilities to accommodate new instructional technology; (4) install school security and communications systems; (5) conserve energy; and (6) build new schools to replace old ones that are most cost effectively torn down.

Mr. Chairman, like most of my colleagues, I voted for the Senate crime bill last year because it makes an important investment in the safety and security of our communities.

I firmly believe that if the Senate can make the tough choices necessary to invest $600 million in each of the next five years for the construction of regional prisons, we can—no we must—work together in a bipartisan effort to begin making the necessary investments in our Nation's public school facilities.

The Corrections Yearbook estimated that the average cost of constructing a new maximum security prison was over $74,000 per prisoner in 1993, while the American School & University Magazine found that the average cost of constructing a new elementary, middle, or high school was less than $14,000 per student in 1993. We can invest a little in schools to save a lot in jails. We can build classrooms instead of prisons cells, and enhance our society's return on its investment a thousand fold.

Mr. Chairman, these savings do not even take into account the savings in welfare, drug addiction, and crime prevention programs created by investing in public school versus Federal prisons.

Nonetheless, I recognize the fact that some of my colleagues may not believe that the problems facing our Nation's education infrastructure have reached crisis proportions. Therefore, I would like to take this opportunity to show my colleagues some of the very disturbing pictures I have received of our nation's public schools.

Mr. Chairman, I am an original cosponsor of the GOALS 2000: Educate America Act that you and Senator Kennedy guided successfully through Congress.

I support GOALS 2000 because it promises to create a coherent, national framework for education reform founded on the national education goals.

One essential building block of reform is better school facilities. I am pleased, therefore, that GOALS 2000 includes an amendment I introduced that directs the National Education Standards and Improvement Council to develop voluntary national opportunity-to-learn standards which address the condition of school facilities. However, more needs to be done. That is why the education infrastructure act is so necessary.

Local school boards need more than model standards in order to be able to provide their students with environments which are conducive to learning. Local school boards need Federal financial assistance to address the problems now facing our Nation's public school facilities.

The Education Infrastructure Act is endorsed by the national PTA, the National Education Association, the National Association of School Boards, the American Association of School Administrators, the Council of Great City Schools, the National Committee for Adequate School Housing, the City University of New York, the

AFL-CIO Building and Trades Commission, the Military Impacted Schools Association, the American Library Association, the American Federation of Teachers, the National Association of Federal Education Program Administrators, ASPIRA, the Council of Education Facilities Planners International, and the American Federation of School Administrators.

Mr. Chairman, I would like to conclude my remarks by urging members of the Senate Subcommittee on Education to support the education infrastructure act of 1994 and by reminding them that a 1991 USA today poll found that the first place America's high school students would invest additional educational dollars is in improved maintenance and construction.

Senator PELL. Thank you.

Congressman Engel, do you have any additional remarks?

Mr. ENGEL. Yes. Thank you, Mr. Chairman and Senator Simon.

I want to first of all thank you for giving me the opportunity to appear before you today to speak about an initiative which deserves your attention and support——

Senator PELL. Excuse me. Are you speaking on a different bill?

Mr. ENGEL. Yes.

Senator PELL. Then, maybe we should finish with Senator Moseley-Braun and then hear your testimony.

Mr. ENGEL. Fine.

Senator SIMON. Mr. Chairman, if I could just make a quick comment on my colleague's points, which are so well-taken. What Senator Moseley-Braun is pointing out—I do not know the geography of these schools, but I know one thing: They are all poorer school districts. They are either urban or rural poor, or Indian reservations, all of them.

Ms. DeFazio, who just testified, is from Glenbard East High School. These are not Glenbard East High School pictures.

It is very interesting that in Sweden, which does not have the income disparities we do, they spend two to three times as much in poor areas as in the wealthier areas. We do the reverse, and it does not make sense.

We clearly have to do something here, Mr. Chairman, and I hope in the reauthorization that we can really face this problem of equity of financial resources.

I want to thank my colleague.

Senator MOSELEY-BRAUN. I want to thank my senior Senator.

Senator PELL. The philosophical dilemma we are always in is should scarce dollars be spent on program and teaching, or should it be on facilities. And as a general rule, the idea has been programs rather than bricks and mortar. The conditions you describe here, Senator Moseley-Braun, are very rough and acute indeed, and I know we will eventually be including in the reauthorization bill a Library Books, Materials and Services Program for schools, and I think that program is authorized by Senator Simon, so it obviously will get very serious consideration.

Senator SIMON. Yes.

Senator MOSELEY-BRAUN. Mr. Chairman, if I may—and this is a discussion that I hope to have with you at length at some point—with regard to your observation about the philosophical concern—and I certainly appreciate and want to work and support every effort to provide direct support in terms of curricula and educational services directly, because that is where the contact with the mind directly happens—but I daresay that the conditions are so lamentable and so bad that we have for all intents and purposes constructed an environment in which even if the services are available, the children cannot learn, because when faced with leaking roofs and floorboards that have fallen through and bathrooms that they cannot used—I just asked my staffer to pull a quote from the testimony of a young lady in East St. Louis, IL, which is one of the poorer communities in our State of Illinois in southern Illinois. The young lady—and I do not have her exact words in front of me right now—but she said, you know, we come to school in the morning, and we have to sit away from the windows, and when we go to the bathroom, you come out feeling dirty, and you just want to go home.

The name of the school was the Martin Luther King High School, and she said it is almost like it was a cruel joke that the school named Martin Luther King High School was hardly a place to learn.

The passage of time has made it so that we are literally faced with a crisis here in this situation that if we do not act from the Federal level, I daresay that it is just going to get worse, because the locals do not have the resources.

Senator PELL. I appreciate that, and we really will be looking for some way to accommodate your interest and concerns in the bill.

Senator MOSELEY-BRAUN. You have been very kind. Thank you very much, Mr. Chairman.

Senator PELL. Congressman Engel will testify on his Community Arts Partnership Act, a bill that I will strongly support, and considerable work is already underway to build upon what Congressman Engel has begun to bring the two endowments—the Institute of Museum Services and the Department of Education—into a working partnership to further the purposes of the Congressman's original legislation.

Senator Hatch?

Senator HATCH. Mr. Chairman, before the Congressman speaks, may I just make a short statement? I would appreciate it.

Senator PELL. Yes.

Senator HATCH. Is that all right with you, Senator Simon?

Senator SIMON. Yes.

OPENING STATEMENT OF SENATOR HATCH

Senator HATCH. Mr. Chairman, I am pleased to be here today to hear testimony regarding programs of vital importance to our youth. I look forward to hearing testimony on all of these programs and reading the testimony that is here, and have appreciated the whole series of hearings that have been held on the may aspects of elementary and secondary education.

Over these weeks of hearings, we have rediscovered just how many different programs we have in the elementary and secondary education area. We have considered programs ranging from drug-free schools to gifted and talented, from dropout prevention to educational technology, from bilingual education to math and science.

All of these programs offer something very important to our Nation's educational enterprise.

But I also believe that the sheer number of these programs poses a burden on the States and local school districts, and I believe that that burden is twofold. First, as categorical programs, they demand a separate administrative structure. It goes without saying that this adds significantly to the administrative expense that States and local education agencies must absorb if they wish to participate in these programs.

Second, by narrowly targeting programs for specific needs, we segregate Federal assistance. In Utah, we welcome Federal programs for the gifted and talented, math and science, professional development, or whatever, but we also know which needs must be met first. The funds that come with these programs are indeed helpful, but they cannot be used to meet a State's first—and perhaps more basic—priorities.

So I hope that our committee will take a serious look at the testimony we received earlier from Congressman Steny Hoyer. His suggestions for greater flexibility I think are worth serious consideration by our committee.

Again, I look forward to reviewing the testimony of the distinguished witnesses we have this morning, and I would like to thank you, Mr. Engel, for being so kind as to allow me to say this, and you as well, Mr. Chairman. I appreciate it.

Senator PELL. Thank you very much indeed.

Congressman Engel?

Mr. ENGEL. Thank you, Mr. Chairman, and esteemed members of the subcommittee. I listened to Senator Moseley-Braun's testimony, and I certainly concur with everything she said.

Today I am speaking about an initiative which I believe deserves your attention and support. We call it the Community Arts Partnership Act.

As you probably know by now, I introduced the Community Arts Partnership Act, H.R. 2933, in August of last year in an effort to meet the needs of local educational agencies in providing comprehensive services to at-risk children and youth.

Over the past few months, support for this program has grown tremendously and has been endorsed by over 100 education, arts, and cultural organizations.

Subsequently, I offered H.R. 2933 as an amendment to H.R. 6, the Improving America's Schools Act, during mark-up consideration by our House Subcommittee on Elementary, Secondary, and Vocational Education. I am happy to report that my amendment passed unanimously by a voice vote, and on March 24th, the House of Representatives passed H.R. 6 with the Community Arts Partnership Act completely intact.

The Community Arts Partnership Act authorizes the Secretary of Education to award demonstration grants to Chapter 1-eligible local education agencies to work in partnership with local cultural organizations such as museums, zoos, libraries and botanical gardens, and institutions of higher learning.

Despite its title, the Community Arts Partnership Act is not art-specific, but would work to improve the educational performance of at-risk children and youth by providing comprehensive and coordinated educational and cultural services in all core academic subjects.

A few of the activities which would be eligible for funding include the integration of community cultural resources with regular classroom curriculum, providing effective cultural linkages from preschool programs to elementary school, and for programs that use local arts and cultural resources to reform current school practices.

Basically, the legislation is designed to provide seed money to leverage resources from community cultural institutions for the benefit of the local schools. Grants under this program may be renewable for a maximum of 5 years, and the Secretary of Education must ensure that there is equitable geographic distribution and equitable distribution to both urban and rural areas which have a high proportion of at-risk children. In addition, the Secretary is required to disseminate information concerning successful models through the National Diffusion Network.

The Community Arts Partnership Act is an education program which will provide valuable opportunities to Chapter 1-eligible schools to assist them in providing comprehensive services and programs to children who might otherwise never be exposed to local arts and cultural resources. Students will be introduced to these resources both for their intrinsic values and as an educational tool to achieve progress in other areas. The needs and goals of the school and its students would be determined at the local level and the arts, cultural and higher education communities would be invited to assist the local education agency in developing and achieving those goals.

I believe that this initiative is both timely and fitting given the work that Congress and the administration are currently undertaking. The Improving America's Schools Act follow the framework set forth in Goals 2000 and substantially reforms existing education programs through increased flexibility and accountability at the State and local levels.

In addition, Secretary Riley recently elevated the arts to be included in the National Education Goals, believing that competency in the arts is equally important to America's students as English, mathematics, science, foreign languages, history, and geography. In fact, national studies have shown that the arts and humanities play an invaluable role in educating our children. The arts have been shown to aid in the development of higher-order thinking skills; an increase in multicultural understanding; an enhanced learning environment; improved self-esteem and positive emotional responses to learning; and engagement of a variety of learning styles. In addition, children who receive instruction in the arts remain in school longer and are more successful than children who do not receive such instruction.

As a former educator myself, I have long known that children with learning disabilities sometimes need these kinds of programs to enable them to learn. It is not so easy for some of these children to memorize, but if they can visualize and can feel, this can help them a great deal.

Unfortunately, we know that recent budget constraints have placed tremendous burdens on local and State agencies, and as a result, school arts and cultural programs are often the first to be cut or eliminated. Many States, including my home State of New York, now have a mandated arts curriculum. However, with no resources, it is often totally ignored. We certainly cannot expect our children to meet the arts standards set forth in Goals 2000, which we passed, without encouragement and help from the Federal Government.

In closing, I must say that I feel very strongly that the arts and humanities must play a successful role in the successful education of our Nation's children. This goal should be approached from all education levels, especially at the local level, where the need is greatest and where community resources may be successfully tapped. It is really a win-win situation because local community resources should be used to help educate our children. So we help the local community resources, we help our local schools, we help our local communities. It is a partnership, and that is really what it should be all about.

At the local level, we find the need is greatest, and community resources can be successfully tapped. Public-private partnerships provide an indispensable and cost-effective method in the education of our children. The Community Arts Partnership Act will help facilitate these goals while promoting progress in other areas as well. I hope as the Senate marks up its version of the Elementary and Secondary Education Act that we can have the Community Arts Partnership Act remain intact, and I know, Senator Pell, that you have been invaluable in helping to achieve that, and I want to thank you for really carrying the ball in the Senate with this Act.

I thank both of you for your time and interest and look forward to working with you.

[The prepared statement of Mr. Engel may be found in the appendix.]

Senator PELL. Thank you very much indeed.

Obviously, what we do here has to be done in partnership and in communication with one another, and all we need to implement many of these ideas is just more dollars.

Senator Simon?

Senator SIMON. I want to thank you. As you know, the author of the Endowment for the Arts and Endowment for the Humanities is Senator Claiborne Pell, so you have a sympathetic ear here.

I am also very sympathetic. Way back in the State legislature, I authored the bill to create the Illinois Council for the Arts. I have to say when you make it Chapter 1-eligible schools, I am going to be much more sympathetic if we redo the formula on Chapter 1. Frankly, we are seeing a lot of schools that are eligible for Chapter 1 that should not be eligible. New Trier in Illinois, one of the wealthiest high schools in the Nation, probably, is getting Chapter 1 poverty funds. I want to help Illinois schools, but that school should not be getting funds. So that formula really has to be redone so that we focus on schools that need help. If we do that, then I am going to be much more sympathetic to your legislation, candidly, even though in concept I certainly favor it.

Mr. ENGEL. Well, Senator Simon, I could not agree with you more. In fact, in New York City, it is really shocking—the cut-off for eligible funds for Chapter 1 schools is 62.5 percent of poverty, which means that we have schools where 60 percent of the children are at the poverty level, and they do not qualify for these kinds of funds. It is really an outrage.

Fortunately, the administration submitted, at least to our committee, the Education and Labor Committee, and I assume to the Senate as well, a change in the formula. But of course, any time you try to change the formula, it is very difficult to put together the requisite number of votes, because when you are helping one area, you are not helping another. So what we wound up with on our committee was a compromise which I was not completely happy with, but I think it moved in the right direction. I could not agree with you more.

Senator SIMON. I just think we have to be willing to say no, if it has to be to Glenbard High School and to schools that frankly do not need this kind of assistance. For a school with 60 percent poverty not to be eligible for Chapter 1 funds, while wealthy school districts are getting Chapter 1 funds, that does not make sense, and we really have to recognize that.

Mr. ENGEL. And we see that all over the country, where a lot of wealthy school districts, through a quirk in the formula, are eligible for funding.

Senator SIMON. Thank you very much.

Senator PELL. Thank you very much indeed for being with us.

Mr. ENGEL. Thank you very much.

Senator PELL. Now, if I could apologize to the panel we asked to give way and ask them to come forward again, including Jackie DeFazio.

Senator SIMON. Mr. Chairman, while they are seating themselves, Senator Wellstone is tied up on the floor with an amendment of his and asked that I mention to John Erickson, who is part of the next panel and happens to be from Minnesota, that he is sorry he cannot be here.

I want to also apologize, Mr. Chairman, because at 11:30 I have to go to another meeting. So I apologize to the panelists, particularly the panelist from Illinois.

Senator PELL. Understood.

We now come to Mr. Tom Seligman.

Mr. SELIGMAN. Thank you, Chairman Pell and members of the committee, for asking me to appear here today.

In this reauthorization of the Federal programs in elementary and secondary education, the Congress has a unique opportunity to reprioritize our Nation's priorities and resources and invest in young people. And the arts must be a part of this investment.

In the Getty Report, Arts Education as Catalyst, the urgency of this task is laid out. The report states that: "As we approach the new century, the engagement of children in learning and the future of education reform depend upon the arts and the fostering of the creative spirit. As we stand on the threshold of the 21st century, marked by a convergence of divergent cultures, rapidly changing technologies, shifting economic relationships and often rivalries, and the increasingly visual delivery of mass communication and information, we need to see the future of arts education and general education as inextricably linked."

Through Goals 2000: The Educate America Act, Congress and the administration have given us a framework to build for the future. The law includes the arts as basic subject matter in which students should demonstrate competency in grades 4, 8, and 12. New standards in art education have been presented to Secretary of Education Richard Riley and accepted by him.

Now, through this reauthorization, Congress has the opportunity to provide the program tools which will allow students, their teachers, their parents, and their communities, to realize the success in the arts as subject matter, as creative process, and as the means through which students can achieve success in other subjects, including science and mathematics.

Through the visual arts, dance, music and theater, our children experience much that we would like to see in all education. The arts keep alive the active exploration of young minds that ask questions like "Why?" or "What happens next?" or "How do you do that?" rather than "What is going to be on the next test?"

The arts are critical to education at several different levels: As subject matter which reveal the complexity and diversity of our culture; as a tool to engage students in learning in all other subject matters; as a motivator to inspire students toward careers in the arts as well as a lifetime appreciation of the arts; and as a language that binds communities together, joining schools with cultural organizations and contributing to the creative life of the whole community.

As a museum professional and education professional, I am aware that our cultural institutions have a tremendous role as well as a responsibility to take part in educational reform. These institutions are rich with effective programs and staff who are committed to children and schools. I would like to tell you about several programs at the Fine Arts Museums of San Francisco where I worked for 20 years, to illustrate the value of the arts in education and specifically, the partnership between cultural organizations and schools.

The Museum Ambassadors develops the skills of young people to act as explainers for other students who visit the museum. The program employs a diverse group of high school students who have been identified by their teachers as at-risk in their schools. They are trained for 6 to 8 weeks about the arts that they will be explaining and about how to effectively present or teach about those arts to their peers. Then, for three semesters—fall, winter, and summer—they work with younger children who visit the museum for several sessions.

I remember one group in particular that focused on Winslow Homer's Civil War paintings. The Ambassadors learned about the history of the Civil War and the importance of these watercolors in an era when photography was not available. At that time, most of the images that told the story of the Civil War were artists' renderings. The Ambassadors then set up a Civil War correspondents' tent for the young museum visitors. From there, the children wrote letters from the battlefront and made watercolor paintings illustrating what they imagined had taken place during the Civil War.

The value of this program, especially for the Ambassadors, is extraordinary. They gain skills in public speaking, in writing, in teaching, in art and in history. Many of these students continue to make the museum a part of their lives as interns or docents for years to come. In fact, the current assistant director for education at the museum is a former Museum Ambassador.

Another model program is Poets in the Galleries. Each year, a poet is selected to teach children about writing, about poetry, and give workshops for the children. Objects from the collection are used to spark the creative spirit of the children, who write their own poetry. I would like to read you one short poem by a 5th grade student that was inspired by a Native American totem pole in the collection.

"Each of us represents strength or power. We are all part of this totem tower, bird, human, bears and fish. We only have one single wish. It is to glide, swim and run with glee. So our wish is just to be free."

I ask you to support the inclusion of arts in education through this legislation. Give teachers, parents and cultural organizations support for arts initiatives that captivate and engage young people in learning today and into the future.

Thank you.

[The prepared statement of Mr. Seligman may be found in the appendix.]

Senator PELL. Thank you very much. In introducing you, I should have mentioned that you are director of the Stanford University Museum of Art.

Now we come to Dr. Joseph Renzulli, director of the National Research Center on the Gifted and Talented, from University of Connecticut at Storrs.

Mr. RENZULLI. Thank you, Senator, and Senator Simon.

I would like to provide a brief report on the work of the National Research Center, who we are, what we do, and ask for your support in continuation of the Center in the forthcoming Education Act.

We are a consortium of 329 school districts, 177 researchers, at 124 universities, every State department and Territorial department of education, and representatives from stakeholder groups in business, Government, and industry. Our task is to conduct high-quality research and to carry out a broad dissemination effort.

The emphasis of our Center is to identify the research needs related to economically disadvantaged youth, individuals of limited English proficiency, and individuals with handicaps and other special populations that are traditionally under-represented in programs for gifted and talented students. We act as an integrated forum for scholars to come together and pool their resources and expertise, and our major goal is on very practical efforts to improve classroom practice.

To date, in our 4 years of existence, we have conducted 20 major research studies, and we have put out a large number of very practical products designed to give assistance to youngsters. I bring with me one product, for example, which is a handbook designed to assist economically disadvantaged youth, first-generation family members, to gain financial support for college. All of our products are noncopyrighted and therefore can be reproduced many, many times. So far, we have produced 1,283 products or presentations, and distributed 48,000 products to numerous school districts across the country.

What are the advantages of the National Research Center in the area of gifted and talented—a question that is frequently raised because of so many pressing educational needs. There are several reasons why a National Research Center in this area is advantageous.

First and foremost, a single center in a very small and specific area of study has the advantage of creating the necessary critical mass to make the most effective use of relatively limited funds. Pre-existing arrangements with 329 multiethnic, demographically diverse school districts throughout the Nation give us access to over 7,000 schools and more than 4.5 million students for our research efforts.

The formation of a critical mass comes into play in connection with State and Territorial agencies that are a part of our work, as well as the collaborative researchers that we work with in many different universities.

One of the greatest advantages of a unified research center is the economy and comprehensiveness that can be achieved in the overall dissemination process. When school districts participate in studies that are conducted by independent researchers, these districts ordinarily receive and disseminate information that is only related to individual products. Our Center disseminates information about all research studies to all collaborative school districts, persons, and agencies, regardless of whether or not they have participated in individual studies.

Membership in the Center has created an atmosphere of ownership and involvement on a truly national level, and this attitude has resulted in proactive steps to disseminate information within our cooperating schools and agencies.

The work of our Center is guided by emerging research about the broadened conception of human potential and the need to develop high-end learning opportunities for all of America's students. I want to make a distinction between what we consider high-end learning and high-end learners. High-end learning means that we want to challenge all of America's students to engage in higher levels of learning.

Traditional conceptions of giftedness which focused almost entirely on persons who earned high scores on cognitive ability tests systematically excluded vast numbers of young people whose potential talents were not easily assessed through standard performance measures. The collective deficits of young people from economically disadvantaged backgrounds have caused large numbers of these young people to perform poorly on traditional tests. Poor test performance has in turn resulted in severe under-representation of at-risk students in programs designed to challenge the highest levels of learning and creativity.

These services, which focus on high expectations, greater engagement in subject matter, and accelerated learning for all students, can and should be an integral part of every school's overall program. Unless we can change our orientation, it is unlikely that our Nation can provide a new direction for large numbers of schools that have become massive warehouses of underachievement, unfulfilled expectations, and broken dreams.

We believe that the Nation's largest reservoir of untapped talent can be found among the vast number of young people who, by reasons of economic circumstances and all the problems that surround poverty in America, have not been given equal opportunity and courage to develop their potentials to the fullest. Accordingly, our orientation and related research has been one of applying the strategies of high-end learning to total school improvement and to focus our research on developing gifts and talents in all young people, based on a broad array of both traditional and emerging indicators of potential for high performance. This orientation is consistent with the Department of Education's recently released National Excellence Report.

Many people view America's education system as a failed public monopoly. Policymakers, parents, educational leaders, and the corporate and business community are expressing the lowest level of confidence in public education in our Nation's history. Parents of economically disadvantaged youth have all but given up on expectations that schools can improve their children's future, and they have grown weary and suspicious of endless rhetoric and "flavor of the month" reform initiatives that devour more and more of our limited dollars without producing notable results.

It does not take a rocket scientist, or even a person who knows little more than elementary arithmetic, to realize that the billions of Federal and State dollars spent on remedial and compensatory education models have not produced achievement gains of any significance.

Lack of confidence in public education is also being expressed by the middle class parents, who have watched the slow but steady decline of SAT scores at the top end of our achievement continuum. In an article entitled "The Other Crisis in our Schools," Daniel Singal has documented the effects of what happens when our brightest students get a "dumbed-down" curriculum. I quote: "For the first time in the history of our country, the education skills of one generation will not surpass, will not equal, will not even approach those of their parents. This failure will bring a lower sense of professional fulfillment for our youngsters as they pursue their careers and will hamper their ability to stay competitive with European and Asian countries."

The middle class has become so disaffected with the quality of public education that for the first time in our history they are asking for public dollars to pursue private educational alternatives. The general dissatisfaction with public education has overshadowed the small but longstanding islands of excellence that we should be using as compass points to improve our schools. Programs for gifted and talented students have clearly demonstrated what is the very best in American education practices.

It is, for example, no accident that half a dozen urban schools in New York City have for more than 50 years produced an unprecedented number of Westinghouse Science Talent Search finalists, and that many of these persons went on to achieve Nobel Prize and other major honors. These schools, along with numerous other special programs and projects, have used models for high-end learning that are purposefully designed to create high expectations, intense engagement with subject matter, and the use of skills that approximate the work of practicing professionals. It is the pedagogy of these schools and programs, rather than the failed pedagogy of remedial and compensatory models, that should be the focus of research and development designed to improve our Nation's schools.

Dr. Leon Lederman, the Nobel Prize-winning physicist, recently said, "Once upon a time, American science sheltered an Einstein, went to the moon, gave the world the laser, electronic computer, nylons, television and the cure for polio. Today, we are in the process, albeit unwittingly, of abandoning this leadership role."

Every school and classroom in this country has in it young people who are capable of continuing this remarkable tradition. But the tradition will not survive without a national resolve to invest in all of our young people who possess the highest potential for advanced-level learning, creative problem-solving, and the motivation to pursue rigorous and rewarding work. As the United Negro College Fund aptly puts it, a mind is a terrible thing to waste. It is time to recognize that we have been wasting far too many good ones.

Thank you.

[The prepared statement of Mr. Renzulli may be found in the appendix.]

Senator PELL. Thank you.

We now welcome Mr. Charles Quigley, a good friend of this committee, executive director, Center for Civic Education at Calabasas, CA.

Mr. QUIGLEY. Thank you, Mr. Chairman. I appreciate the opportunity to address the committee today. I have submitted a prepared statement, and I will limit myself to highlighting some of the major points.

Senator PELL. I would add here that all witnesses are encouraged to submit statements; they will be reprinted in the record in full.

Mr. QUIGLEY. Thank you.

Mr. Chairman, civic education, despite the fact that one of the principal purposes of our schools since the founding of this Republic has been to prepare people to be competent and responsible citizens, is one of the most neglected areas of the school curriculum.

For example, a recent study of the course requirements in 43 States revealed that of specific requirements at the elementary level, only one-half of one percent mentioned civics. This is probably the most damning statistic of all, because at the elementary level is probably the best place to start helping students understand something about their system and to develop positive attitudes toward participation in that system. Only 7 percent at the middle school level addressed civic education, and 14 percent at the high school level.

When we wonder why there is a lack of understanding of our Government, our institutions, alienation, distrust of politics, public servants, and so forth, there is little wonder, when there is so little attention paid to it in our schools.

Other evidence of the neglect is that in the original statement, in the history, really, of the National Educational Goals Panel, when the Governors met in Charlottesville, they established five subject areas in the original draft of the national goals, and there was no mention whatsoever of the responsibility of the schools to prepare people to become competent and responsible citizens. This led a noted scholar to quip: "They met at the home of Thomas Jefferson, but it was clear that Thomas Jefferson was not there."

It was only after considerable pressure that they added the term "citizenship" to Goal Three, and even then, it was sort of a throwaway.

No administration of the last four administrations has really supported explicit instruction in civics and Government in the schools. The administration's original version of the Goals 2000 Act added arts and foreign languages, did not include civics. The ESEA reauthorization bill that came from the administration did not include civics and Government.

To the best of my recollection—I have been working in this field for 30 years—it has been Congress that has recognized the need for civic education. I think many of the present programs owe their origins to support from the National Defense Education Act and the Education Professions Development Act. The most prominent programs today supported at the Federal level owe their support to this committee and its counterpart on the House side.

For example, this committee established the Law-Related Education Act I believe in 1978, a small categorical program helping students understand the basic functions of a rule of law, a respect for law, the uses of law in society. When Ted Bell was Secretary of Education, he said, all right, this was a small categorical program, but it packed more bang for the buck than any other program in the Department of Education.

A second program supported by this committee and by the Congress has been the Ellender Fellowships, which give students a very meaningful experience right here in Washington, learning how to understand Government and to participate in Government.

And the third program is a program I am most closely affiliated with, and that is a program on the history of the principles of the Constitution, the Bill of Rights, now entitled, We the People...The Citizen and the Constitution. Last year, this program was supported at approximately $4.5 million. It generated approximately $40 million in cost-sharing at the State and local level. Over the 7 years of its existence, it has reached an estimated 22,000 schools, 60,000 teachers, and 20 million students. It has also involved the participation of over 500 members of the House and Senate and people in State and local government.

Research findings indicate that not just this program, but students in any program in history, civics and Government, have better attitudes toward Government, a greater understanding toward Government, and are more supportive of governmental institutions and the values and principles of the system than students who do not take civics courses. Research shows, I am pleased to say, that people who go through the We the People program display an even greater understanding and commitment to constitutional principles.

In studies by the Educational Testing Service at upper elementary, middle, and high school levels, students who took this program far outperformed students in any other program. In fact, a random sample of high school students outperformed in their understanding of the Constitution and the Bill of Rights university students in political science courses.

Students become interested in participating. In Clark County Schools, students register to vote—85 percent of high school seniors register to vote as compared with the school average of 37 percent. We find an increasing number of students going into public service and internships at the local, State and national level.

It is unfortunate for the administration to recommend the termination of these programs when they are starting to have such an impact domestically, but they are also having an impact in emerging democracies. I have here a copy of the text being used at the middle school level. This text is being used in Poland, the Czech Republic and the Slovak Republic and in several other emerging democracies in training teachers how to teach English, but also teach about the evolution of constitutional Government.

I have here a Georgian translation of this text from the Republic of Georgia, where it is being used.

The programs that you have supported under the National Endowment for the Humanities in the topics of authority, responsibility and justice are now being translated into Polish and used as textbooks in those areas.

To conclude, the National Education Goals now call, thanks to this committee, for education in civics and Government in Goals Three and Six. I just urge your continued support for these programs that are developing among students a commitment to those values and principles that bind us together as a free Nation.

Thank you very much.

[The prepared statement of Mr. Quigley may be found in the appendix.]

Senator PELL. Thank you very much for your very supportive testimony.

I would like to ask Ms. DeFazio could you elaborate a tiny bit on what characterizes the professional development programs in gender-equitable teaching techniques.

Ms. DEFAZIO. I am sorry, I do not understand your question.

Senator PELL. I am not sure I do. You talked about sexual harassment and gender-equitable teaching techniques. I think you mentioned something about professional development programs in gender-equitable teaching techniques.

Ms. DEFAZIO. Yes. There are a number of programs which will help teachers become aware of strategies that they can use to be sure that they are being equitable in their classrooms. Some of these programs include something that is called GESE, Gender Ethnicity and Student Expectations; another one is SEED, Seeking Educational Equity and Diversity.

What these programs do is help teachers to become aware of techniques that they can use in their classrooms to be sure that they are interacting fairly with students. They work for girls, they also work for students of color, for other students whose experience has been marginalized.

What we find is that teachers do not set out to be unfair when they come into classrooms, but that they bring with them into the classrooms cultural patterns that play out unless their attention is called to them. So we do believe that specific training is important for teachers so that they can become aware of their interactions and improve them.

Senator PELL. Good. Thank you very much.

Mr. Seligman, we think of arts in education as possibly producing an artist. Do we take into account people who are not necessarily artists, but very involved with the arts, like critics and historians and art history teachers and things of that sort?

Mr. SELIGMAN. I think by the examples that I tried to use in the testimony, I was endeavoring to indicate that the visual arts reach much more broadly than just making an artist or teaching somebody how to make art; they have to teach about aesthetics, they have to teach about the history of art. The history of art is not separable from the history of a culture or a civilization of a society. So that the notion that sometimes permeates our culture, it seems to me, that teaching about art means giving somebody a paintbrush and watercolors and saying, "Be creative," and that's that is insufficient, it seems to me, and is a naive approach the value of art in education broadly.

Senator PELL. You mentioned the word "aestheticstician." What is that?

Mr. QUIGLEY. An aestheticstician is a person who is particularly focused on the aesthetic dimensions of an object. There was a remark made with one of the photographs that it looked like a work of abstract art. Well, an aestheticstician would not look at that work necessarily historically, but would look at the aesthetic components that are used to create that work—issues of design, issues of composition, issues of color relationships, and that kind of thing. And those all have to come into play, it seems to me. That is only one of a number of other dimensions.

Senator PELL. Thank you.

Dr. Renzulli, you were talking about the gifted and talented. I think we forget that the Nation and businesses and Government, we hope, will be led by the gifted and the talented, and will not be led by those who are not. In that regard, how do you think the selection processes relate to defining who are the gifted and talented?

Mr. RENZULLI. Senator Pell, the research that our Center has done as well as a great deal of other research being conducted by researchers around the country, over probably about the last 10 to 15 years, has attempted to look at a much broader range of indicators of capacity for high levels of performance and potential. And I guess a lot of this might be summarized under the title of "performance-based assessment" where, rather than predetermining whether or not a person is quote "gifted" before we make services available, rather, we provide a broader range of challenging opportunities for all students, observe the way that they respond to those opportunities, and then make a decision. And again, the decision is not whether or not the student is gifted or talented, but rather which student should take step two, and step three, and perhaps all the way up to step 93.

By their deeds ye shall know them, I guess is the way to summarize it, giving more kids a chance to perform in challenging situations, and when they show indications of interest and motivation and creativity to follow through, then making the appropriate opportunities, resources and encouragement available to them.

Senator PELL. And they can be talented and gifted in one field and not in another.

Mr. RENZULLI. Absolutely.

Senator PELL. You can have a summa cum laude scholar who may not be a good basketball player, and vice versa.

Mr. RENZULLI. Absolutely. In fact, I think if we followed a sports model or, for that matter, an arts model, we would probably come close to as fine an academic education program as we could have anywhere.

Senator PELL. Thank you.

I would ask Chuck Quigley, I know the Center for Civic Education that you are so involved with has just held a series of competitions as part of the We the People curriculum. Would you share with us how those competitions are conducted and the issues that are addressed?

Mr. QUIGLEY. I explain the competition in more detail in my prepared statement, but in a nutshell, this is a competition in which entire classes of students study the history and principles of the Constitution, Bill of Rights, and their contemporary relevance, and then they compete at Congressional District, State, and national levels by dividing into teams, each becoming an expert in one of six units of their study, and they compete by taking part in simulated congressional hearings, in which they make prepared statements and then respond to questions about their statements to plumb the depth of their understanding.

This year, we had the highest rate of participation that we have had in the 7 years of the program's existence. In fact, it just terminated Monday in hearing rooms here in the Senate. We had 1,200 students from 47 States plus the District of Columbia participating. And interestingly enough, the winning class was from an all girls' school in Florida, first-generation Cuban immigrants, and they beat the boys—which some of the boys were ambivalent about—but they did a marvelous job. And it was interesting that their teacher reported that these girls are now teaching their parents and their grandparents about American history and American institutions. And one of the students made an interesting comment. She said, "I no longer consider myself a hyphenated American. I am now an American."

I want to thank this committee and the chairman and staff for arranging for us to hold the hearings here in the Senate. It was a wonderful experience for them.

Senator PELL. Well, thank you. I thank all of you very much indeed. You are now released as the next panel comes forward.

The next panel includes Ruth Graves, the president of Reading is Fundamental here in Washington; John Erickson, from Osseo Senior High School in Osseo, MN; and Stephen Janger, president of the Close Up Foundation, Alexandria, VA.

I think we will start out with Ms. Graves, the president of Reading is Fundamental.

STATEMENTS OF RUTH GRAVES, PRESIDENT, READING IS FUNDAMENTAL, WASHINGTON, DC; JOHN J. ERICKSON, OSSEO SENIOR HIGH SCHOOL, OSSEO, MN; AND STEPHEN A. JANGER, PRESIDENT, CLOSE UP FOUNDATION, ALEXANDRIA, VA

Ms. GRAVES. Thank you, Mr. Chairman, for giving us the opportunity to make our recommendations on the Inexpensive Book Distribution Program, which Reading is Fundamental, better known as RIF, operates.

RIF respectfully recommends that the program be reauthorized, that it be reauthorized to allow us to serve children down to infancy, and that its mandated floor be retained. We have also discussed with your offices some technical proposals to help clarify and smooth the legislation.

Congress showed exceptional foresight when it first established this book program. Since that time, numerous studies have concluded that students who read best are those who read the most and who have access to books. They tell us that if our children are to read well enough for life in the 21st century, they must choose to read, they must read a lot, and they must have books.

The book program is the only nationwide effort that gets books to children and gets them to read on a massive scale and gets them to read well. Today it reaches more than 3 million children annually, in every State and American possession, last year getting nearly 10 million books into their hands and homes and getting them to read better, use the library more, and to become motivated learners. By the way, we are reaching about 23,000 now in the State of Rhode Island.

The Congress was also wide in mandating a funding floor for the book program. This floor inspires confidence and signals a solid future that draws support from every sector of our Nation, building a nationwide movement for children's literacy and attracting partnerships that leverage $3 in private resources for every Federal dollar invested.

Among the stunningly successful complementary programs leveraged by the book program are ones for homeless children, for teen parents and their children, for low-literate adults and their youngsters, and a demonstration program that makes the vital connection between science and reading.

Beyond the statistics and the partnerships, there is the story of real people making a real difference. One hundred sixty thousand grassroots RIF volunteers work alongside the children to get them reading. From corporate CEOs to Head Start mothers, from concerned teens to elected officials, these volunteers are bringing the community to help the child, sending the clear message that this community wants you to grow up reading.

The children are for the most part on the fringes of society's mainstream. For those who have so little, owning books becomes a special matter of pride, and reading them becomes a priority.

Sharing this gift motivates many to return as RIF volunteers, to give something back. I think of the RIF alum from New Jersey who spent his time reading to at-risk children in Southern California and making sure they have books; and on the opposite coast, in Florida, of the high school student from a low-income area who helps run a RIF program in the elementary school where he once got RIF books. Then there are the volunteers in the Harlem program who have returned to make books and reading a part of the children's lives, just as people in the community once did for them.

These stories are a few of the millions that illustrate the impact of the book program. We call it a book program, but in reality it is much more. It is a reading program, a learning program, a parent involvement program. And the Congress ensured that the book program is a flexible education program that can go to children everywhere, not just in schools, but in migrant camps, housing projects, homeless shelters, wherever children need its services. And it can complement a variety of other education programs.

You do not often hear the Government praised for the way it spends the taxpayers' money, as I am sure you are only too painfully aware. But with the book program, it is a different story. We often hear from people like the school official who told us that the book program is the best expenditure of educational funds that he has ever seen. Further, the book program is making significant contributions to six of the eight National Education Goals, and at a very low cost to the taxpayer of only $3.23 per child last year.

The book program turns children into readers, brings widespread community and private sector support. Its results are visible, tangible, understood, and wanted around the country. It is a program that is accountable and has a track record of success.

We respectfully request that the Senate stay the wise course it set in the past by continuing to make this cost-efficient and effective program available to children of all ages and their families across America.

Thank you.

[The prepared statement of Ms. Graves may be found in the appendix.]

Senator PELL. Thank you very much indeed, Ms. Graves.

I now turn to the Senator from Minnesota.

Senator WELLSTONE. Thank you, Mr. Chairman.

I would like to introduce John Erickson, from Osseo High School in Minnesota. Mr. Chairman, John is going to be talking about the National Writing Project, and we had talked a little bit earlier, and I am just so pleased to work with you on really building on that program, because I really think that when teachers have high morale is when they are really good teachers, and when teachers have an opportunity in a summer institute of this kind—and we want to expand it beyond just the writing workshop—to really compare notes, to kind of build on each other's experienced, and to just get recharged and rejuvenated, that is one of the best things we can do, Mr. Chairman.

So I want to thank John for coming from Osseo, and I would also like to thank you for your support, not just this year but over the years. The chairman, when it comes to education, the word is "great." So I am really pleased to be here, and I apologize to the panelists. I have a bill on the floor, and that is why I am in and out.

Senator PELL. Thank you very much indeed.

Now, we would like to hear from Mr. Erickson.

Mr. ERICKSON. Thank you, Senator Pell, Senator Wellstone.

I speak to you today as a high school language arts teacher, battling one of the major educational crises in this country—the literacy crisis. But I am happy to say that in my battling, I have found an outstanding ally, and that is the National Writing Project, and I am here today to speak on its behalf.

Since its inception in 1974, the National Writing Project has trained over 1.3 million teachers and administrators through summer institutions and year-long workshops. Last summer, I was one of the 2,800 teachers who were a part of an institute, and I want to tell you today how that institute changed me as a teacher.

When I was introduced to the National Writing Project, I was struck by its philosophy, which says that teachers need to be at the very center of educational reform if reform is ever to occur. There are no mandates for change at a Writing Project site; instead, the National Writing Project brings together communities of teachers from grades kindergarten through college to teach one another and support one another in their search for reform in the teaching of writing.

I found myself surrounded by colleagues who offered support, provided me with new ideas, challenged my old ideas, forced me to examine what I do in the classroom and then, most importantly, they gave me the courage to change.

I see three important communities of teachers operating in a typical Writing Project site. First, writing projects bring teachers together as a community of practitioners who share their best writing practices. For example, from 6th grade teachers Anne Andersen and Claudine Goodrich, I learned that writing is not a series of exercises to be performed in class. They showed me that their students write stories, poems and essays about their interests, not topics contrived by a teacher. They showed me that when students are given a choice about what they write, they begin to care about all of those things the exercises are supposed to teach. Students begin to care about organizing thoughts, saying things clearly, and they even begin to care about spelling and punctuation, because after all, these are their stories.

Now, my high school classes are organized around writing workshops where students write, confer with each other about their writing, and I act as a coach and guide. I have seen my students' concern, pride and skill in their writing grow because of the change in my approach. Thanks to Anne and Claudine, I was given the courage to change.

That is how a community of practitioners works. We influence one another, but it just does not stop there. As writing project consultants, we conduct workshops, write and publish essays affecting untold thousands of teachers.

Second, teachers in writing projects work together as a community of scholars to research the pedagogy behind these teaching practices. It isn't enough to simply say this works in my classroom without knowing the learning theory behind it.

I remember Roberta Trooien, a community college teacher and I, researching the debate concerning the value of academic writing. We read the works of Peter Elbow, David Bartholomae and Mike Rose. We debated and discussed what the experts said. We challenged one another's views and then we did what teacher-scholars are supposed to do. We made up our minds based on reading and listening to all of the arguments.

And finally, writing projects bring teachers together as a community of writers. And I think it is here that the projects may have their greatest impact. I hate to admit this, but for over 25 years, I taught writing without ever doing much writing myself. Then, as a result of the Minnesota Writing Project, I found myself writing poetry, fiction, and academic articles. For the first time, I saw myself as a writer. And when I began to see myself as a writer, I also began to see my students as writers as well. I began to understand what they go through in the composing process.

Now, all of us, teacher and students, keep writing portfolios which document our growth as writers. Students are free to examine my portfolio at any time to read my poetry, my fiction, my business letters, my memos, and they have begun to understand that the man conducting their class uses writing daily; that perhaps it is an important skill to develop since he values it so highly and uses it for so many purposes.

I serve as a model writer for them, and their portfolios serve as models for me. I love to read what my students write, to see inside wonderfully inventive and thoughtful minds.

For the first time in 30 years of teaching, the writing project has helped me feel like a complete professional. I now practice what I teach, I have a firm grounding in the pedagogy of my discipline, and I have found confidence in knowing there is a community of teachers who are willing to share their expertise with me.

My purpose in being here today is to ask that funding for the National Writing Project be continued. I can think of no staff development program that operates so efficiently and economically. The training I have described costs on average $16 per teacher and 34 cents per student, and the money that the National Writing Project has received from Federal funding has been used just as efficiently to open doors for local funding. Every Federal dollar generates $4 on the local level.

There are far too many teachers in this country shut away in their classrooms, hearing the clamor for education reform, yet not knowing where to turn for help. They need to know that their lives as teachers can be changed and uplifted by opening the doors of their classrooms and seeking the community of practitioners, scholars, and writers that the National Writing Project represents.

Please, I urge you, continue the support of the National Writing Project.

[The prepared statement of Mr. Erickson may be found in the appendix.]

Senator PELL. Thank you very much.

Mr. Janger?

Mr. JANGER. Thank you, Mr. Chairman.

I am very grateful to be here, as all the other panelists are, and want to thank you specifically for your support over the years in terms of what we do in civic education and other members of the subcommittee.

Mr. Chairman, I am really grateful for what Mr. Quigley, who testified on the panel earlier, said about the importance of civic education. I am not sure I could put it in any better terminology.

I have been perplexed as Mr. Quigley and other leaders in civic education have been throughout the years as to why the administration does not seem to make the connection that a connection for young people is so important.

Mr. Chairman, you know well since the original Ellender legislation administered by the Close Up Foundation some 22 years ago was actually crafted, and I was given quite a bit of help by a young fellow by the name of Stephen Wexler, who helped craft that legislation. He was indeed a friend of the program; he spent lots of hours with me. I did not understand how to craft legislation, and he said this is a program that works well, and he was so pleased to be a part of it.

Senator PELL. I know how much we miss him on the committee; he was a wonderful person, killed by a drunk driver.

Mr. JANGER. It was a tragic taking of a life in the motorcycle accident that he had, but we have tried to live up to the great multiplier effect which he saw in this program, and that multiplier effect really comes through the mission of the Foundation.

The Close Up Foundation is a large civic education organization, as you well know. It does not emphasize in any way bringing young people who are only academically elite or from affluent families. We have for 24 years had a very strong emphasis on underserved constituencies, and we are very proud of that.

Two young people from your own State, in the second year of Close Up, two young people from the Rhode Island School for the Deaf, taught us the importance of working with deaf students, and they led the way for thousands and thousands of students from schools for the deaf and visually impaired schools and orthopedically handicapped schools, young people who simply would have no opportunity to get out of their schools and ever participate in an experiential education program like Close Up offers.

We offer it not simply because we want the young people to have an experience in Washington, DC; we offer it because we want them to go back to their communities charged and recharged to get involved somehow in the values that we all appreciate in living in this great country.

Senator Wellstone spoke of the importance of teachers recharging their batteries, and he spoke of the wonderful summer institute where it is done with the National Writing Project. If there is one thing I have heard from the 40,000 or 50,000 teachers who have participated in our program over the years, it is that this particular program is a burnout eradicator for teachers. It simply does not treat teachers as chaperone and as field hand. It is a program of professional development for educators, where educators have the responsibility to enhance their own capabilities and take those capabilities back into the classroom.

That is why those teachers have been able to generate in local and State Close Up programs 750,000 students at no cost to the Federal Government whatsoever because of their enthusiasm in going back to their classrooms and creating opportunities for young people to participate at the local level.

We have had some discussions with the Department of Education, Mr. Chairman, relative to teachers participating in our program, and I have to tell you that we have been slightly at odds in terms of the role of the teacher. We have felt for 24 years that there is no more important link to a community and to a child's life than the teacher, no matter what the school. If you take all the schools and cover them up, you will find than the common denominator is a good teacher, an interested teacher, a recharged teacher. So we have focused very strongly on teachers, because we feel that the teacher is the ultimate link to young people, whether that student be a student council president, a merit scholar, or whether that student be someone on the verge of dropping out of school. The teacher is all-important.

Consequently, teachers have played a very dramatic role in the Ellender fellowships, because they give us the opportunity to go into at-risk schools and create a level playing ground for all students.

It would be easy to conduct a program where you bring students who can afford to pay. It is a challenge to bring hearing-impaired students, visually impaired students, at-risk students, Native Americans, native Alaskans, and that is what our teachers give us an opportunity to do.

Contrary to what the Department of Education has indicated in some of these budget justifications, these fellowships have steadily increased year after year, even throughout nationwide recessions. We are grateful. We feel that we have an important multiplier effect, approximately 6 to 7 private dollars for every Federal dollar that is generated, and the teachers are responsible for that.

We appreciate the support of the subcommittee over the years. We hope that at a time when young people need to be connected to something, a value larger than themselves, something within the community, something within their families, something within the school, that the subcommittee will continue to look with favor on the Ellender fellowships as part of the Close Up Foundation. And again, we are grateful for the opportunity to present our ideas today.

[The prepared statement of Mr. Janger may be found in the appendix.]

Senator PELL. Thank you very much indeed.

First, I would like to say to Ms. Graves that the effectiveness of the inexpensive book distribution program is encouraging, and I think we have had a lot of reproduction of that and a lot of good results for very little money spent.

Do you have any thoughts, though, as to how we can improve the actual teaching of reading in the schools, not only getting the books into the classroom, but how can we improve the teaching?

Ms. GRAVES. One of the things that I think this program has done, one of the serendipity effects, is that it has introduced to the teachers children's literature, and by children's literature, I mean actually all the way up through high school age. It has not been something that has traditionally been emphasized in the colleges where teachers are trained. We hear from many teachers that they themselves have become educated in not only what is available in children's literature, but how to use it to get the children enthused about reading and to get them to want to read. The sheer reliance on textbooks in so many of the schools I think was a turnoff for many children, hardly something they read under the covers with a flashlight at night. Whereas with the book program, the teachers have learned and are much including in their teaching reading aloud to the children; they are building classroom libraries in a way that they have not been built before. It has turned into a movement nationwide whereby people are saying that this is a tool that is available to us, and let us use it to get our children turned on to reading.

Senator PELL. Thank you.

I would like to ask Mr. Erickson if he has any thoughts about how the National Writing Project could be improved to make it even better.

Mr. ERICKSON. One of the problems that the National Writing Project has had in the past is funding. For example, in Minnesota, we are now in our fifth writing project. There have been four other projects that have died. And part of the problem is that the teachers as a part of this project have to spend so much time raising money that they lose sight of what the real purpose is, and that is to conduct workshops for other teachers. That is my major concern.

The writing project that I am a part of right now is only 3 years old, and I would hate to see that support group that I have right now disappear. That is why the Federal funding has been so important for the writing project for the past couple of years, because it has opened so many doors for matching funds on the local level.

Senator PELL. Thank you.

I wonder if Mr. Janger, who has been through the halls of Congress for many years, would describe the typical week of one of the youngsters who come to participate in the Close Up program.

Mr. JANGER. I would say frantic and fearful, Mr. Chairman. I am not sure there is a typical week because there is no typical student. We have that student who can tell you chapter and verse the history behind a public law, and we have the student who sometimes does not really understand that there is a Washington, DC and a Washington State.

One of the reasons for that is that we have such a strong focus on making this program parallel to what really exists in a community.

These students have 16-hour days. You almost have to be young to go through this program. Twenty-4 years ago, I tried to keep up with the students; I do not try to keep up with them that much anymore. They are up at 6:40 in the morning, and their last seminar is over at 11:30 at night. And during the course of the week, they are speaking with leaders from the legislative branch, Senators, Congressmen, often Cabinet members, occasionally a President, Justices of the Court, certainly representatives of the judiciary, representatives from the media—that is always a hot seminar because the media is not backward in the way it approaches its opinions with young people—representatives from all the other agencies, the State Department, the Pentagon, the National War College.

And one of the things we see, Mr. Chairman, when these young people come away from a Close Up week is that for the most part, they are confused because they find out that there are not any absolute, black and white answers; there is a lot of gray, and the textbook does not teach gray.

I had the pleasure of introducing you on several occasions throughout the years to students from Rhode Island, and one of the things that really happens to a young person is that the name "Pell" is no longer a textbook name. It is a person. If they ask you a question, and you tell them there is no easy answer to that question, and you explain why, they remember that, and the next time they read it in the newspaper, they have their own opinion because they have heard it from you, they have heard it from others in Washington, DC.

In short, there is simply no substitute for a community mix, and there is no substitute for an experiential education, and that is what this program provides, and that is what happens during the week.

Senator PELL. Thank you very much indeed.

I thank all of you for being with us today.

The record will stay open for a couple of days for the insertion of any statements in the record by any of my colleagues.

I will include in the record without objection a statement of Senator Mikulski, who regretted she could not be with us today, as well a statement of Senator Harkin.

[The prepared statements of Senator Harkin and Mikulski follow:]

PREPARED STATEMENT OF SENATOR HARKIN

Mr. Chairman, with hearing, the subcommittee continues its work in examining the important issues related to the reauthorization of the Elementary and Secondary Education Act. I would like to thank you for your leadership on this legislation.

I am very pleased that today we will be hearing from Jackie DeFazio, president of the American Association of University Women on the Gender Equity in Education Package. In addition to her position with AAUW, Ms. DeFazio is assistant principal at East Glenbard High School. She will give us a unique perspective on the education of girls and young women in our Nation's schools.

Most Americans are familiar with the "glass ceiling"—that invisible barrier that often keeps competent and capable women from ascending to top jobs. Many of us are less aware that early in life it isn't the glass ceiling of the corporate suite but the plaster walls of the classroom that keep female students from realizing their potential.

The evidence of gender bias is disturbing. Girls have lower test scores, especially in math and science; are awarded fewer college scholarships; and receive less attention from classroom teachers than boys. Further, while 72 percent of classroom teachers are women, only 27 percent are school principals and a measly 5 percent are school superintendents.

Gender bias is an issue that affects me not only as a policy maker, but as the father of two daughters and I am very proud to be one of the sponsors of the Gender Equity in Education Package. The distinguished chairman of this subcommittee, Senator Pell is a cosponsor of this legislation and I would like to thank him for his support.

I am also looking forward to hearing testimony from our other witnesses as we continue our work on the reauthorization of the Elementary and Secondary Education Act.

PREPARED STATEMENT OF SENATOR MIKULSKI

I thank the Chairman for holding this hearing and I want to welcome all of our witnesses here today. Many of the education issues we will discuss today are important. However, I have a special interest in one topic—that is gender equity in education.

Last September, my colleagues and I introduced legislation to seek equity in education for girls. I am pleased that our subcommittee Chairman, Senator Pell and the full committee Chairman, Senator Kennedy, were original cosponsors of my bill.

My agenda is to make sure that all Americans are given equal value in our society, and to make sure that with equal value we have equal opportunity.

I introduced the Fairness in Education for Girls and Boys Act because it's time to change our culture and improve the course of education.

My bill will help tackle the problem of sexual harassment in schools and help young women and girls excel in math and science.

First, my bill encourages innovative educational techniques to help math and science teachers become more sensitive to the needs of girls through teacher training.

In 1989, 600,000 teachers participated in the Eisenhower Math and Science Program. I want to make sure that those teachers understand the special needs of girls—no matter what kind of professional development program we end up with in the Elementary and Secondary Education Act.

Second, my bill deals with issues of sexual harassment in the classroom. Hostile hallways: the AAUW survey on sexual harassment in America's schools indicates that 85 percent of all girls and 76 percent of all boys surveyed reported being sexually harassed. Sixty-four percent reported being harassed in the classroom.

Twenty-three percent of harassed girls report having received lower grades on papers and tests following the harassment and 9 percent of boys said the same.

One-third of all girls who have been sexually harassed reported not wanting to go to school as a result.

Education gives everyone the ability to claim the power they have. That is one of the strongest ways to transform our culture. The entire package of gender equity bills introduced last September supports that principle.

This legislation is not only about helping girls claim their power, but also will help young boys know that women can and will be partners in our society.

I am proud to be a part of an initiative to help eliminate every element of bias in our society—whether it is bias based on race, ethnicity, religion, or gender.

I look forward to working with my colleagues on the Reauthorization of the Elementary and Secondary Education Act to tell all young people that they have equal value.

Thank you, Mr. Chairman.

Senator **PELL**. The subcommittee is adjourned.

[The appendix follows.]

APPENDIX

STATEMENT OF THE NATIONAL COLLEGIATE ATHLETIC ASSOCIATION

The National Collegiate Athletic Association ("NCAA") submits this statement in support of S. 1513, the "Improving America's Schools Act of 1993," and the opportunities which this legislation will create for girls and young women at the elementary and secondary school levels.

The NCAA is an unincorporated association of over 1,000 four-year colleges and universities and related organizations, headquartered in Overland Park, Kansas. A fundamental purpose of the association, as stated in the NCAA Constitution, is to "initiate, stimulate and improve intercollegiate athletics programs for student-athletes and to promote and develop educational leadership, physical fitness, athletics excellence and athletics participation as a recreational pursuit." In pursuit of these goals, the NCAA conducts 79 national championships, including 34 for women and three for both men and women, in 21 sports in which over 21,000 student-athletes participate each year. Since 1981, when the NCAA initiated women's championships, the NCAA has worked to provide and enhance opportunities for women in all aspects of athletics competition, administration, and governance.

The "Women's Educational Equity" provisions of Title V of the bill authorize the Secretary of Education to make grants to promote educational equity for young women and girls and to assist educational institutions in meeting the requirements of Title IX of the Education Amendments of 1972. Section 5303 of the proposed legislation enumerates the kinds of activities that would qualify for federal funding. Notably absent from this list of approved activities is student athletics. The NCAA encourages the Subcommittee to remedy this oversight.

Participation in athletics provides young people with opportunities to learn leadership and teamwork skills that carry over to the academic and work environments. The Women's Sports Foundation has found that participation in athletics provides young women and girls with a unique opportunity to develop and improve their self-esteem. The NCAA therefore believes that expanding the opportunities for young women and girls to participate in athletics at the elementary and secondary school levels would further the goal of promoting educational equity for young women and girls. Accordingly, the NCAA respectfully suggests that the "Women's

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Educational Equity" provisions of Title V, Part C of the bill be amended so as to authorize grants aimed at enhancing athletic opportunities for young women and girls at these educational levels.

The NCAA commends the Subcommittee for its efforts to promote educational equity for young women and girls at the elementary and secondary school levels. The Subcommittee, however, should ensure that this important legislation promotes equity in all aspects of the educational experience. The NCAA appreciates this opportunity to present its views and would be pleased to provide the Subcommittee with any additional information or assistance that it may require.

STATEMENT OF EUGENE C. MAILLARD

I. HISTORICAL BACKGROUND

Since its founding in 1974 by Jean Kennedy Smith, Very Special Arts has been at the forefront of making arts activities accessible to individuals of all ages in a wide variety of community settings. Our programming, which ensures that people with disabilities have equal access to arts activities, has demonstrated that all Americans can express themselves and enrich their lives through the arts.

We are pleased to report that Very Special Arts's annual programming has grown to serve 10,000 communities and over 2 million people in the last 20 years. Opportunities for all Americans to participate in the arts have greatly increased. Today, the arts are recognized as a vital tool in the education of all our children, the advancement of citizenship, and the perpetuation of our national identity.

In the next 20 years, Very Special Arts will continue to develop and deliver innovative programming. We will ensure that all people, including those with disabilities, regardless of age or race, will be able to express themselves and grow through the arts.

II. FEDERAL FUNDING

The designation of Very Special Arts by the United States Congress as the official coordinating organization for arts programming for persons with disabilities has been essential to our mission and ability to effect change in the lives of people with disabilities.

III. 1989-1994

Over the past five years, strong programs have been created on the local, state, national, and international level that promote the mission of Very Special Arts. Major initiatives include our international festivals, White House and U.S. Capitol Bicentennial celebrations, and the Very Special Arts 20th anniversary celebration.

1989 INTERNATIONAL FESTIVAL

The goals of the International Very Special Arts Festival are to advance mainstreaming of artists with and without disabilities; to highlight innovative programming from state and international affiliates; to promote information exchange and networking among national and international directors, educators, parents, arts organizations, trainers, and others interested in the arts; and to showcase the skills and abilities of children and adults with mental and physical challenges.

In 1989, Very Special Arts held an International Festival in Washington, DC. This Festival provided Very Special Arts with an opportunity to increase awareness of its programs around the world and highlight contributions made by the participants. More than 100 performances, workshops, art stops, exhibitions, and special attractions were staged over a four-day period. Delegations from more than 50 countries and 52 states participated.

1994 INTERNATIONAL FESTIVAL

Following the enormous success of our first International Festival in 1989, the 1994 International Very Special Arts Festival will be held in Brussels, Belgium, from May 4-7, 1994, with the support of the Belgium Ministry of Environment, Housing, Culture and Public Assistance and the European Economic Community.

WHITE HOUSE PROJECT

To commemorate the 200th anniversary of the White House, Very Special Arts sponsored the White House 200th Anniversary Art Exhibition in October of 1992. This project provided opportunities for students with disabilities to be recognized for their creativity and helped to increase awareness regarding the importance of programs in the arts at the local, state, and national level. Following a national call for art, 55 student artists had their work displayed in a national exhibition that opened in the East Room of the White House with a reception in the State Dining Room hosted by First Lady Barbara Bush and Mrs. Jean Kennedy Smith. The exhibition was also featured in other celebrations of the White House, including that of the American Institute of Architects. In addition, an educational initiative was developed and implemented for classrooms from upper elementary to junior high school to provide teachers with materials to use in studying the history of the White House.

200TH ANNIVERSARY OF THE CAPITOL

On September 13, 1993, Very Special Arts commemorated the 200th anniversary of the setting of the U.S. Capitol cornerstone. An educational initiative was developed and implemented to provide teachers with materials to use in studying the history of the Capitol in their classrooms. The culminating event was an Art Exhibition with a reception at the U.S. Capitol. This unique national exhibition, sponsored by Very Special Arts, was created by artists of all ages, with and without disabilities. Fifty-one pieces of artwork from each of the states and the District of Columbia reflected the theme, *The U.S. Capitol: A Visual Journey*. The reception was well attended by artists and their families, representatives from the U.S. Department of Education, congressional members and staff, and members of the arts and disabilities community.

20TH ANNIVERSARY OF VERY SPECIAL ARTS

This year Very Special Arts celebrates its 20th anniversary with an international disability awareness campaign to *Celebrate the Abilities of All People*. The campaign will culminate with an exhibit of student art to be held in July, 1994 in Washington, DC, commemorating the July 26, 1990 signing of the Americans with Disabilities Act (ADA). The exhibit will display works by the winners of a national contest soliciting art by students from all over America. Up to twenty-five pieces of art from each state will be exhibited. One student artist, his teacher and his parent or guardian will receive an expense-paid trip to join the celebration in Washington, DC.. Very Special Arts has distributed thousands of poster/entry forms which feature suggested activities designed to introduce students to disability issues.

IV. VSA PROGRAMS

Supporting our efforts are Very Special Arts's National Programs which provide and encourage year-round experiences in all the arts. These programs or special initiatives are researched and developed by the national office, adopted by our state programs, and implemented at schools, cultural institutions, and other service provision organizations in local communities. Many of these programs encourage people with disabilities to participate in the arts through scholarship and awards.

YOUNG PLAYWRIGHTS PROGRAM

Established in 1984, the Young Playwrights Program introduces young people to the art of writing for the stage as they develop plays which address some aspect of disability in contemporary society. Challenged to express their ideas and feelings in play form, young people are encouraged to take a closer look at their world and how perceived differences can affect their lives and their relationships to their peers. The playwrights whose work is chosen for production travel to Washington, DC to see their work performed at the John F. Kennedy Center for the Performing Arts. A Young Playwrights Program Teacher Guide which provides information on disabilities and the ADA as well as sample classroom activities is available for teachers.

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YOUNG SOLOISTS PROGRAM

Established in 1984 as the Itzhak Perlman Award, the Young Soloists Program Panasonic Award is given annually by Very Special Arts to two outstanding performing artists with physical or mental disabilities. The award, sponsored by Panasonic, provides students with a scholarship to pursue their musical studies.

VA/VERY SPECIAL ARTS PROGRAM

In November of 1993, the Department of Veteran Affairs and Very Special Arts joined together to form the VA/Very Special Arts Program. This program is designed to increase opportunities for veterans with disabilities to participate in the arts and to showcase their artistic accomplishments. Through this program, Very Special Arts strives to increase the public's understanding regarding the importance of the arts in the recovery and rehabilitation process. Seventeen Very Special Arts state organizations have received funding to coordinate artists-in-residence programs in VA medical centers across the country. These residency programs offer a variety of arts experiences including a creative writing and poetry project, a kite making workshop, and several visual arts programs. Most residencies will culminate with an event open to the public.

ARTS FOR CHILDREN IN HOSPITALS - MEDICAL SCHOOL COURSE

In 1990, in cooperation with Georgetown University School of Medicine, Very Special Arts designed and implemented the Arts for Children in Hospitals Medical School Course. This six to twelve week course was designed to increase medical students' understanding of the contribution the arts can make to the total care of children who are hospitalized. To date, nine medical schools implement the course including Harvard Medical School, Dartmouth Medical School, Georgetown University School of Medicine, northwestern University Medical School, Ohio State University College of Medicine, Tufts University School of Medicine, University of Louisville Medical School, University of South Alabama School of Medicine, and University of South Florida College of Medicine. The course is also being incorporated into the nursing curriculum at New Hampshire Technical College at Stratham.

START WITH THE ARTS

Start with the Arts is an arts-based early childhood education instruction program that enables educators and parents to create meaningful learning experiences for young children utilizing all of the arts – visual arts, creative movement, creative drama, and music. Designed to be implemented in mainstreamed settings, Start with the Arts assists young children ages four to six, with and without disabilities, in exploring thematic topics commonly taught in early childhood programs through the arts. To implement this new program, Very Special Arts has conducted in-service training for teachers at sites across the nation.

ARTS PROGRAM FOR INCARCERATED YOUTH WITH DISABILITIES

Through a partnership with the New York State Department of Corrections, Very Special Arts has developed an arts education program for incarcerated youth with disabilities in New York State. Playwriting and production workshops are being conducted at the Greene Correctional Facility in Coxsackie, NY. These workshops will culminate in the production of an original play by the inmates. This project is designed to encourage inmates' ability to peacefully resolve personal and community conflict through a program that uses creative dramatics to teach tolerance, conflict resolution, and effective communication skills and to increase the literacy skills of inmates with learning disabilities through experiences in the dramatic arts.

NATIVE AMERICAN INITIATIVE

In April 1991, Very Special Arts celebrated the first National Native American Very Special Arts Festival in Santa Fe, New Mexico. This two-day national gathering brought together more than 1,000 Native American children, with and without disabilities, from 13 states and 75 schools. Thirty tribal groups were represented. This festival, and subsequent festivals in 1992 and 1993, provided opportunities for Native American children with disabilities to participate in and celebrate the richness and diversity of their own Native American art forms. Teachers and school officials were able to observe first-hand the valuable arts experiences being offered to these children.

VSA/ITT CAREER DEVELOPMENT FESTIVAL

Piloted in 1990, Very Special Arts and ITT Educational Services developed the VSA/ITT Career Development Festival. Through workshops, performances, and art stops that focus on a variety of career related topics, this festival introduces transition-aged students to the arts and technical career choices and encourages them to focus on developing and strengthening their employment skills through the arts. Scholarship opportunities for students with disabilities are also provided. Originally piloted in four sites, this project has grown to 14 sites in 1994.

V. VSA STATE ORGANIZATIONS

In addition to these nationally coordinated efforts, many of our Very Special Arts state affiliates have developed unique local and statewide programs that further the goal of Very Special Arts. These programs focus on arts and education, accessibility, and public awareness. Many of these programs have resulted from the National Office's State Project Grants. These grants are awarded annually on a competitive basis and are used to spur new initiatives on the state and local levels. Examples of programming on Very Special Arts fifty state network include

INDIANA

Very Special Arts Indiana, conducts an Artists-in-Education Residency program. Through this project, an artist is placed at an education site for 20 days. Sixteen days are used in classroom contact, an observation/orientation day serves to familiarize the artist with the site and students, two days are planned for curriculum development, and a final day serves to develop documentation and evaluate the project with teachers and administrators. This project facilitates arts-based education and curriculum development at the education site.

RHODE ISLAND

Through funding by the Rhode Island Department of Education, Very Special Arts Rhode Island expands arts programming for special education students from kindergarten through twelve grade. In 1992, 14 school sites were served around the state with six to twelve-week artist-in-residence program in both the visual and the performing arts.

WISCONSIN

Very Special Arts Wisconsin provides a similar program placing professional artists in school and other facilities to work with participants and staff on specific arts projects. Accomplishments of each session include performances and exhibitions at state, district, and local festival. This project provides appropriate, integrated creative arts experiences for people with disabilities and serves as a catalyst for ongoing arts activities.

MASSACHUSETTS

Through Adult Initiatives, Very Special Arts Massachusetts organized programs for adults with disabilities to visit the Museum of Fine Arts, the Computer Museum, Old Village, and other cultural venues. Adults with disabilities also had the opportunity to participate in art classes at community centers and to attend community theater productions.

OHIO

Very Special Arts Ohio, in cooperation with the Ohio Theater Alliance, has created an access guide to Ohio Art. Volunteers, including people with disabilities, surveyed arts facilities and programs to determine their accessibility for people with disabilities. This effort helped to educate the participating organizations about accessibility and opened new avenues for individuals with disabilities to enjoy the arts.

VERMONT

Very Special Arts Vermont has continued an ongoing program to provide sign language interpreters for performances through Accessible Performances Initiative. During 1992, Very Special Arts Vermont provided interpreters for performances in Grand Isle and Silver Lake. Special outreach to the deaf community was conducted through the Vermont Department of Vocational Rehabilitation. In addition to providing interpreters, Very Special Arts Vermont assisted the Vermont Parks Service with the production of a large print brochure for people with visual impairments, and advised the organization on how to get Braille copies for those who are blind.

MISSISSIPPI

Very Special Arts Mississippi loaned artwork created at Very Special Arts Mississippi Festivals to the Oktibbeha County Hospital. Through this program called the Artists Unlimited Project, patients were encouraged to select and hang the artwork in their rooms throughout their hospital stay. This project helped to increase Very Special Arts Mississippi's public awareness in the state.

PENNSYLVANIA

The fifth Commonwealth Art Exhibition was first presented by Very Special Arts Pennsylvania in 1992 at two sites. It was displayed in the Hetzel Union Building Gallery at the Pennsylvania State University in conjunction with the Pennsylvania Special Olympic Games and at the East Rotunda of the Capitol Building in Harrisburg. The exhibit is a showcase for developing artistic achievements of individuals with disabilities throughout Pennsylvania. The Commonwealth Exhibition displayed the works of over 300 artists from around the state.

IOWA

Very Special Arts Iowa has created a project entitled "Living Without," a project for the homeless, designed to give arts experiences to children and their families in homeless shelters, and, through public exhibits to raise public awareness regarding the problem of homelessness. Artists with and without disabilities as well as a music and/or art therapist provide eight to ten week sessions in music, movement, and visual arts for an hour and a half on a weekly basis.

VI. VSA INTERNATIONAL

Not only has Very Special Arts been able to influence the lives of people with disabilities in this country, but Very Special Arts has become an influence at the international level. In addition to our work with the International Festivals, there are several ongoing international projects.

YAMAGATA INTERNATIONAL VISUAL ARTS PROGRAM

The Yamagata International Visual Arts Program, named for world-renowned artist and Very Special Arts supporter Hiro Yamagata, focuses on the creative learning process in the visual arts. Conducted worldwide by Very Special Arts affiliates, the Yamagata Program provides opportunities for people with disabilities to crystallize their perceptions and cultivate artistic self-expression. The program culminates with an exhibition held annually in cities around the world.

YAMAGATA INSTITUTE

As an important component of the Yamagata International Visual Arts Program, the Yamagata Institute enables Very Special Arts to conduct a training course in the arts for emerging international artists. These artists, Yamagata Fellows, receive instruction in adaptive art techniques to expand visual arts opportunities in their home countries for people with disabilities. The workshops at the Institute, led by professional artists, also teach Yamagata Fellows to enhance their own professional skills.

1994 INTERNATIONAL YOUNG SOLOISTS PROGRAM ITZHAK PERLMAN AWARD

The 1994 International Young Soloists Program Itzhak Perlman Award, like its national component, recognizes musicians with disabilities who have exhibited outstanding talent. For the 1994 program, eight countries entered eleven musicians for consideration including Singapore, Argentina, and Lithuania. The 1994 recipients of the Young Soloist Award will perform at The John F. Kennedy Center for the Performing Arts.

VERY SPECIAL ARTS/JACOB SUCHARD HOLIDAY PROJECT

Through the Very Special Arts/Jacob Suchard Holiday Project, Very Special Arts in conjunction with Jacob Suchard is identifying artwork created by artists with disabilities in our programs in the European region. Jacob Suchard will select the image to be used as the cover image for a compact disc which will be released during the Christmas season.

In addition to these internationally run programs, Very Special Arts affiliates are encouraged to develop and implement their own projects.

CANADA

In Canada, Very Special Arts Canada-Quebec, in collaboration with Art + Group, will coordinate an exhibit of more than 20 works by artists with speech impairments at a conference in Montreal.

CYPRUS

In cooperation with the Christos Steliou Ioannou Foundation, Very Special Arts Cyprus is planning a 2-3 day staff training workshop for professionals and volunteers involved with Very Special Arts Cyprus. The workshop will present a general introduction to Very Special Arts and address practical ways to introduce arts related programs in schools and institutions for individuals with mental disabilities. The training will have an emphasis on methodology, the development of specific skills, and innovative techniques in a variety of art forms.

INDIA

To commemorate the second anniversary of the death of Prime Minister Shri Rajiv Gandhi, Very Special Arts India collaborated with the Rajiv Gandhi Foundation to organize a series of activities over a four month period from May - August, 1993. Examples of the activities included a "Creative Art Morning" where more than 350 children participated in a painting workshop with the theme, "Peace, Harmony, Integration, and Sharing." The project concluded with an exhibition in Delhi by children, youth, and professional artists with and without disabilities.

VII. AWARENESS

Very Special Arts Galleries

The Very Special Arts Galleries are fully mainstreamed galleries representing emerging and recognized artists with emphasis on works by professional artists with disabilities. The first Very Special Arts Gallery opened in downtown Washington, DC in December, 1990. In June of 1993, the Gallery expanded to two locations, with the second in the Georgetown section of the city. The galleries feature a wide range of exhibits by artists from the fifty states and around the world. The opening exhibit, "Art Across America," featured the works of artists from 50 states and the District of Columbia. The show included a stunning array of oils, watercolors, bronzes, textiles, prints jewelry, pottery, posters and other works. Other events hosted at the gallery include live musical performances, and annual art auctions. The gallery also organizes exhibitions at museums in other cities. The galleries provide custom picture framing, and the space is available for private receptions.

Very Special Arts Calendar

The Very Special Arts Calendar is an annual project featuring art by children. The calendars promote awareness by displaying the work of people with disabilities. This year's calendar represents a year-long educational initiative conducted by Very Special Arts organizations across the country. Beginning in the Fall of 1992 with a national Call for Art, this program encouraged Americans of all ages to expand their knowledge of the rich history of their nations's Capitol and create original works depicting the theme, *The U.S. Capitol: A Visual Journey*. Teachers, parents, and volunteers coordinated local and statewide exhibitions, demonstrating how the arts enhance the learning process for all people. This historic exhibit includes one piece from every state as well as the District of Columbia.

Very Special Arts Productions

Very Special Arts Productions provides an opportunity for the public to view the goals, programs, special events and festivals that are all a part of Very Special Arts and Very Special Arts International. The videos range from educational formats generating awareness and expanding knowledge to promotional tapes and footage from exhibitions and world-wide events. Very Special Arts Productions has the important task of recording the activities of artists and participants who are the foundation of Very Special Arts and its goals and enabling a wide audience to share in their dreams and triumphs, while also, through educational videos, helping them to reach those goals.

VIII. VISION FOR THE FUTURE

Expand Artist and Teacher Training Activities
Responding to the movement for full inclusion, Very Special Arts plans to :

- train educators and other service providers on how the arts can be used to promote full inclusion
- train art educators and artists on how the arts can be infused into the curriculum to involve students with disabilities in interdisciplinary approaches to learning.
- show how discipline-based approaches to newly passed arts standards set forth in "Goals 2000" can be adapted to accommodate all learners, including those with disabilities.

Provide Support for Community Partnership Initiatives
Make annual seed grants available to coalitions formed by Very Special Arts state organizations to support innovative, community-based programming efforts which extend access to arts to all people including populations such as homeless and "at risk."

Extend Programmatic Access to Cultural Institutions Required by the Americans with Disabilities Act
Extend outreach to all cultural and arts organizations at the community level to reach programmatic access goals of the ADA and provide technical assistance through publications, meetings; educational materials and services.

Provide Ongoing Support and Oversight of State and Community VSA Coalitions by supplying:

- annual grants for Very Special Arts state organizations
- annual training through national and regional meetings
- ongoing technical assistance through specially trained national and regional staff

Initiate Innovative Programming to Meet Current and Emerging Needs
Expanding efforts to reach under served populations.

- "at risk"-Conflict Resolution (Oklahoma)
- "beyond risk"-Corrections (South Carolina)
- Native American-Artist in Residence (New Mexico)

Continue Annual Outreach to Schools Across the Country
Provide annual opportunities for students in schools throughout the country to better understand current disability issues through experience in the arts: e.g. 20th Anniversary Poster.

STATEMENT OF JOSE ARSENIO TORRES

MR. CHAIRMAN AND MEMBERS OF THE COMMITTEE. I TESTIFY HERE TODAY IN SUPPORT OF THE "IMPROVING AMERICA'S SCHOOL ACT OF 1994," AS PROPOSED BY THE ADMINISTRATION.

THIS PROPOSAL IS THE MOST SIGNIFICANT REFORM TO THE ELEMENTARY AND SECONDARY EDUCATION ACT IN THIRTY YEARS. IT WILL SERVE AS THE CORNERSTONE FOR THE FUTURE OF EDUCATION IN THE UNITED STATES.

I SHARE THE VIEW OF SECRETARY RILEY AND OTHER DISTINGUISHED EDUCATORS THROUGHOUT THE NATION THAT POOR CHILDREN ARE AS CAPABLE OF MAXIMUM ACHIEVEMENT AS ANY OTHER CHILDREN IN THIS COUNTRY. WE SHOULD EXPECT AND DEMAND AS MUCH FROM THEM AS FROM ANY OTHER CHILDREN.

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NOTWITHSTANDING THEIR ABILITY TO LEARN, CHILDREN REQUIRE AN ENVIRONMENT CONDUCIVE TO LEARNING IN ORDER FOR HIGHER EXPECTATIONS TO BE REALIZED. THIS IS PRECISELY WHY SCHOOL SYSTEMS THROUGHOUT THE NATION AND PUERTO RICO HAVE EMBARKED ON A CAMPAIGN FOR COMPREHENSIVE STATE EDUCATIONAL REFORMS.

IN THE COMMONWEALTH OF PUERTO RICO, LOCAL LAWS 18 AND 71 HAVE PAVED THE WAY FOR THE CREATION OF A SCHOOL ENVIRONMENT THAT WILL ALLOW EVERY CHILD IN THE COMMONWEALTH TO REALIZE HIS OR HER POTENTIAL.

THE REFORM PROCESS IN PUERTO RICO HAS BEGUN WITH THE ESTABLISHMENT OF COMMUNITY SCHOOLS. THESE SCHOOLS HAVE BEEN GIVEN FISCAL, ADMINISTRATIVE AND INSTRUCTIONAL AUTHORITY. THE DECISION MAKING POWER HAS BEEN PLACED AT THE SCHOOL LEVEL. THUS, EMPOWERING THE BASIC COMPONENTS OF THE SCHOOL WITH THE RESPONSIBILITY FOR THE EDUCATION PROCESS AND PRODUCT. IN ADDITION, THESE SCHOOLS NOW HAVE A FRAMEWORK FOR ACTIVE PARENTAL INVOLVEMENT IN SCHOOL AFFAIRS.

WE ARE ALSO PROVIDING PARENTS IN PUERTO RICO WITH THE OPPORTUNITY TO CHOOSE BETWEEN PUBLIC SCHOOLS AND BETWEEN PRIVATE AND PUBLIC SCHOOLS WITH THE USE OF A VOUCHER PROGRAM. THIS PROGRAM PROVIDES INCENTIVES TO PUBLIC SCHOOLS IN ATTRACTING ADDITIONAL FUNDING BY OFFERING PARENTS BETTER EDUCATIONAL SERVICES FOR THEIR CHILDREN.

THE ADMINISTRATION'S PROPOSED "IMPROVING AMERICA'S SCHOOLS ACT" MAKES DRAMATIC CHANGES IN THE WAY TITLE I AND OTHER PROGRAMS WILL OPERATE. THESE CHANGES WILL ASSIST STATES AND PUERTO RICO IN CARRYING OUT THEIR EDUCATIONAL REFORMS.

IF I WERE TO SUMMARIZE THESE CHANGES I WOULD SAY THAT THE ADMINISTRATION PROPOSAL SEEKS EXCELLENCE IN THE EDUCATION OF EVERY CHILD IN AMERICA. IT PROVIDES FINANCIAL ASSISTANCE COMBINED WITH ENOUGH FLEXIBILITY TO FACILITATE ITS ACHIEVEMENT. IN EXCHANGE, IT DEMANDS ACCOUNTABILITY.

THE COMMONWEALTH OF PUERTO RICO HAS BENEFITTED FROM TITLE I FUNDS FOR MANY YEARS. IN FY94, PUERTO RICO RECEIVED OVER $229 MILLION IN TITLE I FUNDS. NEVERTHELESS, OUR EXPERIENCE HAS BEEN SIMILAR TO THAT OF OTHER STATES. INSTEAD OF STRIVING FOR MAXIMUM

ACHIEVEMENT, WE SETTLED FOR MINIMUM STANDARDS.

THE PROPOSED REAUTHORIZATION LEGISLATION COMBINES SEVERAL FEDERAL ASSISTANCE PROGRAMS WHICH CAN NOW INTERRELATE BETTER AND FOSTER THAT NEW LEARNING ENVIRONMENT IN WHICH OUR CHILDREN CAN BE EXPECTED TO LEARN.

WE SUPPORT THE ADMINISTRATION'S PROPOSED CHANGE IN THE TITLE I PROGRAM THAT LOWERS THE POVERTY LEVEL AT WHICH A SCHOOL CAN BECOME ELIGIBLE FOR FUNDING FROM 75 PER CENT TO 50 PER CENT AFTER 1995. IN PUERTO RICO THIS CHANGE WILL ALLOW ALMOST ALL SCHOOLS TO BENEFIT FROM TITLE I FUNDS.

WE ALSO SUPPORT THE IDEA THAT THE PROVISION OF SERVICES TO LIMITED ENGLISH PROFICIENT STUDENTS BE DONE ON THE SAME BASIS AS OTHER CHILDREN. THESE STUDENTS WILL NO LONGER BE REQUIRED TO DOCUMENT THAT THEIR LACK OF EDUCATIONAL PROGRESS IS DUE TO EDUCATIONAL DEPRIVATION RATHER THAN FROM THEIR LANGUAGE LIMITATIONS.

WE ENDORSE THE CHANGES THAT ALLOW STATES TO DEVELOP THEIR OWN STANDARDS AND USE THEIR OWN ASSESSMENT SYSTEMS. THE EXISTING TESTING REQUIREMENTS WILL BE ELIMINATED.

WE REQUEST THAT PUERTO RICO BE TREATED AS A STATE FOR FUNDING PURPOSES UNDER TITLE I. THIS LEGISLATION IS AIMED AT ACHIEVING EXCELLENCE IN EDUCATION FOR ALL CHILDREN IN THE UNITED STATES, REGARDLESS OF GEOGRAPHIC LOCATION. PUERTO RICO IS REQUIRED TO COMPLY WITH THE SAME REQUIREMENTS, ADHERE TO THE SAME STANDARDS AND MAINTAIN THE SAME ACCOUNTABILITY AS ANY OTHER STATE. THEREFORE, IT IS ONLY FAIR THAT PUERTO RICO HAS ACCESS TO THE SAME LEVEL OF RESOURCES AS OTHER STATES TO FACILITATE AND FULFILL THE OBJECTIVES OF THE ACT.

I AM PARTICULARLY SATISFIED WITH THE PROPOSED CHANGES TO TITLE IV, "THE SAFE AND DRUG FREE SCHOOLS AND COMMUNITIES." OF PARTICULAR IMPORTANCE IS THE INCLUSION OF VIOLENCE PREVENTION AS A KEY COMPONENT AND THE REQUIREMENT THAT COMMUNITIES PARTICIPATE IN THE DEVELOPMENT OF DRUG AND VIOLENCE PREVENTION PROGRAMS. IF PROGRAMS ARE TO SUCCEED IT WILL BE WITH THE UNIFIED EFFORTS OF SCHOOLS AND COMMUNITIES.

I WISH TO ADDRESS THE TITLE VII BILINGUAL EDUCATION PROPOSAL. IT IS SIGNIFICANT THAT A CONSENSUS HAS EMERGED OVER THE FACT THAT IF WE ARE TO SUCCEED IN THE GLOBAL ECONOMY OF THE FUTURE, WE MUST DEVELOP THE BILINGUAL CAPABILITY OF ALL OUR STUDENTS.

THE PROPOSED LEGISLATION SUPPORTS THE DEVELOPMENT OF HIGH QUALITY BILINGUAL EDUCATION PROGRAMS THAT WILL HELP LIMITED ENGLISH PROFICIENT STUDENTS ATTAIN THE HIGH STATE STANDARDS OF EXCELLENCE REQUIRED OF ALL STUDENTS.

WE IN PUERTO RICO ARE IN A UNIQUE POSITION TO ASSIST THE U.S. SECRETARY OF EDUCATION IN THIS AREA. AS A REGION OF THE NATION IN WHICH SPANISH IS THE NATIVE LANGUAGE, WE HAVE A WEALTH OF EXPERIENCE IN THE DEVELOPMENT OF TEACHING MATERIALS, CURRICULUM AND ASSESSMENTS FOR SPANISH SPEAKING STUDENTS. WE OFFER OUR RESOURCES TO THE SECRETARY IN THIS RESPECT.

WE ALSO AGREE WITH THE BROAD GENERAL WAIVER PROVISIONS CONTAINED IN THE PROPOSAL. SINCE MANY SCHOOL SYSTEMS ARE UNDERGOING EDUCATIONAL REFORMS, THERE WILL BE A NUMBER OF TRANSITIONAL ISSUES WHICH MAY REQUIRE TEMPORARY WAIVERS TO AVOID DISLOCATION OF THE SERVICES PROVIDED. IT IS CRUCIAL THAT THE U.S. SECRETARY OF EDUCATION RETAINS THIS WAIVER AUTHORITY.

FINALLY, NO SUCCESSFUL REFORM WILL BE POSSIBLE WITHOUT THE COLLABORATION OF PARENTS, TEACHERS, GOVERNMENT OFFICIALS AND PRIVATE BUSINESS.

WE ARE SHOCKED WHEN WE LOOK AT THE REALITY OF OUR SOCIETY TODAY. STUDENTS ARE NOT LEARNING, PARENTS ARE NOT PARTICIPATING IN THE EDUCATION OF THEIR CHILDREN, GOVERNMENT IS NOT RESPONSIVE TO SCHOOL SYSTEMS THAT DESPERATELY NEED ASSISTANCE, AND BUSINESSES ARE NOT ENGAGING IN PARTNERSHIPS WITH THE SCHOOLS THAT WILL PROVIDE THEM WITH THEIR FUTURE MANAGERS AND EMPLOYEES. UNDER THESE CIRCUMSTANCES THE UNITED STATES IS NOT ONLY RISKING ITS PREDOMINANT POSITION AS A LEADER OF THE WORLD, BUT ITS OWN EXISTENCE AS A CIVILIZED SOCIETY.

OUR EXISTING EDUCATIONAL SYSTEM HAS FAILED TO PROVIDE A WELL-ROUNDED EDUCATION FOR OUR CHILDREN. THE BYPRODUCTS OF THIS

FAILURE IN PUERTO RICO ARE EVIDENCED BY A STUDENT DROPOUT RATE OF 54% AND AN UNEMPLOYMENT RATE OF 40% AMONG YOUNG PEOPLE SIXTEEN TO NINETEEN YEARS OF AGE. THESE STATISTICS PARTIALLY EXPLAIN THE EXISTENCE OF A HIGHER INCIDENCE OF VIOLENCE, DRUG USE, DYSFUNCTIONAL FAMILIES, LACK OF HUMAN VALUES, ALL OF WHICH COULD EVENTUALLY LEAD TO SOCIETAL CHAOS.

IF WE ARE TO TURN THIS UNFORTUNATE STATE OF EVENTS AROUND, WE HAVE TO MAKE EDUCATION THE TOP PRIORITY OF OUR NATION. WE HAVE TO PROCLAIM THAT THE TRUE MEASURE OF OUR GREATNESS AS A NATION IS NOT MEASURED BY OUR ECONOMIC OUTPUT OR OUR MILITARY STRENGTH, BUT BY THE EDUCATIONAL LEVEL OF OUR PEOPLE.

THE ROAD AHEAD OF US IS DIFFICULT BUT NOT IMPOSSIBLE. WE SHOULD ADDRESS EDUCATIONAL REFORM AS THE GREATEST CHALLENGE OF OUR LIVES. THE PROPOSED REAUTHORIZATION OF THE ELEMENTARY AND SECONDARY EDUCATION ACT, AS PUT FORTH BY THE ADMINISTRATION, IS A BIG STEP IN THE RIGHT DIRECTION. OUR OWN STATE REFORMS WILL DOUBLE THE POSITIVE IMPACT OF THIS LEGISLATION. STILL, THE BIGGEST STEP DOWN THIS DIFFICULT ROAD IS THE UNWAVERING COMMITMENT OF EVERY INDIVIDUAL, GROUP, ORGANIZATION AND GOVERNMENT TO MAKE IT HAPPEN.

STATEMENT OF THE NATIONAL ASSOCIATION OF STATE DIRECTORS OF MIGRANT EDUCATION

The National Association of State Directors Of Migrant Education is grateful to Chairman Pell and the members of the Subcommittee to submit testimony on behalf of migrant children.

As professional educators, we appreciate the task before you as you endeavor to draft meaningful legislation to revitalize America's schools, to realize National Education Goals through systemic reform while ensuring that all children have an opportunity to succeed. We share your concern that the drive for excellence in education be accompanied by guarantees of equity and access for all students.

It is our privilege to represent over 800,000 FTE from 1,021,200 children on the active database who have demonstrated a drive and ability to excel despite an array of barriers and inequities. They are the children of the toilers of the fields and streams, the migrant farmworkers and fishermen whose backbreaking labors produce the fruits, vegetables and seafood that we take for granted. The National Commission on Migrant Education called them "Invisible Children," because they are so isolated, so far removed from the thoughts of the average citizen. The Commission concluded that, "There is no doubt that migrant farmworkers continue to be one of the most industrious, yet under-rewarded populations in the country. Their efforts to remain self-sufficient are heroic."

It might also be said that the efforts of migrant students to obtain an education are themselves nothing less than heroic. It is not uncommon for students to work alongside their parents in the fields for 8 to 10 hours a day, then attend night classes to earn credits for required courses they need in order to graduate. Just to get close to graduation, migrant students have had to overcome a myriad of barriers imposed both by their lifestyle and by institutional indifference. Migrant students are plagued by interruptions in their education, by the destabilizing effects of mobility, and by the health problems accruing from a lifestyle that exposes them to many hazards. Their parents usually possess limited education themselves, and often the family's need for additional hands in the field takes precedence over its children's education. Poverty, language barriers, social isolation and the constant struggle for sheer survival provides a very uneven foundation on which to build an education.

Since its creation in 1966, the Migrant Education Program has greatly improved opportunities for migrant children to succeed in school. In the 1960's a migrant student stood no better than one chance in ten of graduating from high school. In the quarter of a century since the Migrant Education Program was activated, those odds have improved to about 50-50, thanks to the emergence of a nationwide network of advocates for migrant students, coordination among the states and the development of innovative, cooperative strategies and programs.

Migrant educators not only work to improve schooling for migrant children, but they also reach out to migrant families, form bridges between home, school and community, and connect the disjointed fragments of education that migrant children acquire as they move from school to school, from state to state. Migrant Education provides a richness and diversity of educational and support services unmatched by other programs, ranging from preschool programs to dropout retrieval, in-school tutorials and extended-day programs, English Language acquisition to reading, math and career education, summer schools and family outreach services.

Migrant Education has learned to be as cost-effective as any service funded by the Federal government. It receives only about $400 per child, but it marshals its resources shrewdly, forms partnerships and builds networks, and capitalizes on every opportunity to improve both the quality of services and the numbers of children who benefit from them.

Migrant educators are pleased that Congress and the Administration are committed to the continuation of the Migrant Education Program under Title I of the reauthorized Elementary and Secondary Education Act. Our Association has availed itself of every opportunity to inform the Department of Education and the House of Representatives about our concerns and about specific proposed provisions in the new legislation. Last fall, we adopted a resolution addressing five issues that were raised by proposed legislation from the Administration and the House. In the bill which recently passed the House, these concerns were addressed only in part. We turn to you for assistance in shaping those parts of the legislation which could have the greatest impact on the future of this program.

The first issue in which NASDME seeks the assistance and consideration of the Senate is in the number of years a child will be eligible to receive educational and support services.

Present legislation allows eligible children to receive services for up to six years. However, the recently passed House bill, in concert with the Administration's bill, will cut migrant educational services to eligible children from the present 6 years to 2 years.

We respectfully request the Senate to place the maximum eligibility for migrant children at three years. This represents a compromise between the present six-year eligibility and the proposed two-year period. The idea of carrying migrant children for six years after they have stopped moving has caused some concern among observers who did not appreciate that the educational disadvantages associated with migrancy linger for many years after.

Every study which has attempted to measure the differences in need between currently migrant children and formerly migrant children has concluded that there is no significant difference. This was the finding of the Department of Education when it responded to a request included by the late Representative Natcher in the appropriations bill in 1989. This was the finding of the massive descriptive study of the Migrant Education Program conducted by Research Triangle Institute for the Department of Migrant Education and released in 1992. It was also the finding of the National Commission on Migrant Education in its final report of 1992. Similar findings have also been made by migrant educators in many states.

To place a numerical value on these findings, states have found that in most cases the needs of formerly migrant children are about 90 to 97 percent as great as those of the currently migrant child.

We have found, however, as did RTI in its comprehensive study, that the needs of formerly migrant children do diminish gradually over the years after they stop migrating. This makes it more acceptable to us to remove from our program a small portion of the children we have been serving, although we are concerned about the availability of services to address their needs in the absence of the Migrant Education Program.

The latter concern is the crux of our displeasure with the two-year eligibility passed by the House (with a one-time, one-year transition period in which eligibility would continue for three years). The premise of the new Elementary and Secondary Education legislative proposals is that the new Title I program would cover all disadvantaged children, including migrant students. It is our belief that, no matter how well-intentioned this concept is, neither the present Chapter 1 basic program nor the proposed new Title I Part A will be able to serve more than a small portion of the formerly migrant children now receiving Migrant Education services. In fact, the efforts to re-focus Title I funds on high poverty areas will diminish, rather than enhance, the likelihood that the needs of migrant children can be met by this program. The targeting of Title I funds will tend to drive funds away from the small rural schools where migrant students are most likely to be enrolled.

Very little research on the potential impact of changes in Title I on educational services to migrant children has been done. We would like to direct the Subcommittee's attention to information submitted to Senator Kassenbaum's office by school districts in rural Kansas which demonstrate clearly that absolutely nothing would be in place to address the needs of migrant children if their eligibility is terminated after two years. It would be good to have information from other districts in other parts of the nation. Unfortunately, we are not in a position to supply such information.

However, we are keenly aware of one reality: The present Chapter 1 program cannot serve all of the students who are eligible under the present legislation. The reauthorized Title I will be no better off. The program is able to cover about one-half of the eligible children. It is unrealistic to expect that the program will be able to expand its service to a new population.

Another urgent issue is the need for a mechanism for the efficient transfer of critical educational and health information for migrant students. The bill passed by the House of Representatives acknowledges that timely receipt of student information is of vital interest; it addresses this interest by obliging the states to transfer student information as migrant students move from school to school, and by creating a panel to make recommendations for a system to facilitate this objective.

The state directors of migrant education, at the very onset of the Migrant Education Program, recognized the need to exchange educational and health information as students moved, and more than two decades ago they created a system that was at least a decade ahead of its time as a technological innovation. It was a computer information system called the Migrant Student Record Transfer System (MSRTS).

MSRTS has opened many doors for migrant children that would otherwise have remained closed. It has enabled educators in widely separated sites to access information that helped them bring congruence and continuity to interrupted educations. It provided a form of authenticity and identity for migrant students so that when they moved into strange new surroundings there was an official document that recognized them and established their credentials. Because there was an MSRTS record, educators throughout the land knew that migrant children were part of a concerted interstate effort, supported by the Federal government, to improve educational opportunities for this most disadvantaged of mobile populations.

But over the years complaints arose that MSRTS was an imperfect system, that it lost sight of its original function and purpose. It was said that too much of MSRTS was devoted to creation of management reports, and that the student records were often incomplete and inaccurate. The chorus of negativism resulted in a decision last year to pass legislation that calls for MSRTS to be discontinued in 1995.

In view of the recognition by the House and the Administration in their reauthorization bills that the transfer of migrant student records will continue to be a priority, and in view of the expectation that the reauthorized Migrant Education legislation will focus more attention than ever on actively mobile migrant students, we urge the Senate to revisit the proposed termination of the only operational network that consistently addresses the transfer of migrant student records anywhere in the country.

NASDME's position is that there must be a national database for the purpose of transferring student records, as well as counting the children who are enrolled in the Migrant Education Program. We do not contend that MSRTS is the only system which could ever accomplish this mission, but as the recent Westat study on alternatives to MSRTS made clear, there is nothing in existence at this time which can take the place of MSRTS. There are some promising possibilities, including the SPEEDE/ExPRESS system being developed by the Chief State School Officers. But this system is only in a very early pilot stage. We believe that it is essential that the Migrant Student Record Transfer System be continued until a superior alternative database could be developed and implemented.

We urge you, therefore, to place language into your bill to extend the Migrant Student Record Transfer System beyond its scheduled date of discontinuation until such time as a suitable replacement is operational.

With this language in place, the provision in the House bill to convene a panel to make recommendations for the future records transfer system will not exist in a vacuum.

We believe a continuing national database must be maintained, without interruption, so that we can support the educational progress of migrant children and assist them in sharing the achievement of the National Educational Goals. The recent study by the General Accounting Office on mobility in schools recognizes the need for efficient records transfer for all mobile students, but it points out that there is no existing information network comparable to MSRTS and that most of the nation's schools are nowhere close to linkage to the information superhighway of the future.

The following facts were reported in the GAO study:

- The ExPRESS system is being piloted only in some school districts in a small number of states. There is no evidence of statewide impact in any state.
- Because ExPRESS has not been fully implemented in any state, it is not possible to assess its effectiveness nor to project its total costs. Full implementation even in the states piloting the system is still years away.
- Different states and even school districts within a state use different formats and enter different data elements in school records, making it impossible to exchange records electronically. Only seven states have student record systems that are comparable statewide.

The Westat study also provides overwhelming evidence that MSRTS is the only existing infrastructure that can exchange records of migrant students nationwide. The study stated that only very large districts have recognized the need and have developed their own internal networks, but the vast majority of school districts are very small. Westat also pointed out that cost projections have focused on hardware, installation and communications costs, but have overlooked the essential elements of maintenance and training. It said, "MSRTS provides the best evidence that the costs of training, re-training and data entry are far larger than the actual cost of transmitting information."

Over the past three years, NASDME has tried to improve MSRTS by addressing the very problems that its severest critics have raised. We participated fully in the extensive study by the National Commission on Migrant Education, and we responded promptly to the recommendations which the Commission issued in 1991. There were six recommendations concerning MSRTS:

1. Reduce the scope of the MSRTS record to essential data on students' school enrollment and health status;
2. Increase direct access of local educators to MSRTS;
3. Provide a role for migrant students and their families in MSRTS;
4. Conduct a technical assessment of MSRTS with an independent research agency;
5. Design data quality procedures to ensure completeness, accuracy, and security of student information;
6. Require certification of compliance with MSRTS procedures by the Secretary of Education before approving state applications for Migrant Education grants.

NASDME has used survey information from over 10,000 classroom teachers to determine essential information to include on a simplified, plain English one-page student record, a record intended to help classroom teachers help migrant children. We have been ready for over a year to pilot this record and we appreciate the assistance of the Senate in helping to obtain approval for this pilot.

Additionally, in the wake of the Commission recommendations, we have purged several data files that educators felt were not useful, and several states have changed their procedures for the forwarding of records to ensure that they reach the teachers in the classrooms with a minimum of delay.

To assist migrant parents in understanding MSRTS and developing their capacity to help their children learn, MSRTS has developed a series of videotapes and distributed them across the nation.

We are not alone in supporting continuation of MSRTS while proceeding with efforts to develop a better system which can ultimately supersede it. The National Education Goals panel has stated that a voluntary, uniform state and district record system for children is one way to determine children's progress in meeting the Goals. MSRTS maintains reading and math achievement data on over 110,000 children, and carries data on high school credit accrual for over 50,000 interstate migrant students.

The National School Boards Association went on record in 1993 with this resolution: "NSBA urges Congress to enhance the Migrant Student Record Tracking System (MSRTS) and encourages states to become active participants in the system."

We are committed to continued efforts to improve this system until the day when we can devise a better one. Your assistance in keeping the system alive will be most appreciated.

Another concern we have is the effect of the consolidation of technical assistance centers into so-called "mega-centers," as recommended by the Administration and incorporated into the House bill. We are not necessarily opposed to efforts to deliver technical assistance in a more efficient manner, but we are seriously concerned that the effect of establishing consolidated centers for technical assistance would be the end of the Migrant Education

Program Coordination Centers. These are currently funded under the Section 1203 set-a-side for coordination activities.

The Program Coordination Centers (PCCs) originated in 1987 as Program Development Centers (PDCs). The Department of Education awarded contracts to one center in each of the three migrant streams. To avoid the appearance of duplication of services offered by the Technical Assistance Centers, the Department redefined the Centers as Program Coordination Centers in 1990 for the next funding cycle. The role of the Centers was redefined so that they would focus on interstate and interagency coordination and integration of services. Thus, since 1990, the PCCs have provided a range of services that bear little resemblance to technical assistance centers. Their work has been to coordinate programs, services, curriculum materials, early childhood education, high school credits and the recruitment of migrant families as they move through the stream.

The PCCs are coordination centers, not technical assistance centers. Coordination is an essential element of the Migrant Education Program. Migrant families move into, through and away from every state in the nation; consequently they will pass through the 10 to 15 regions to be covered by the proposed mega-centers. Each mega-center will serve only clients in a given region, whereas the PCCs provide services across the migrant streams wherever families move.

The PCCs provide targeted, cost-effective services. We doubt that an all-purpose regional technical assistance center would be able to meet the needs of the Migrant Education Program, including the following:

Interstate coordination
Identification of migrant students
Summer school services
Distance Learning
Establishment of required Parent Advisory Councils and other culturally sensitive parent involvement issues

We submit that the proposed mega-centers will not address the coordination needs and specialized needs of the migrant community.

We have some additional concerns to call to your attention. The Administration bill contains language stating that State Educational Agencies are eligible to receive Migrant Education grants. The word "eligible" represents a critical departure from the word "entitled" that has historically been used in the legislation authorizing this program.

The bill passed by the House reinstated the wording assuring that the entitlement to the states continues. We respectfully request the Senate to follow the lead of the House in incorporating the wording that ensures the States of being entitled to the grants, provided of course that we meet the statutory program requirements thereto.

One final consideration that we ask you to make in the interest of assuring maximum possible coverage for migrant children under all applicable programs and services, is to urge the Senate to devise targeting provisions for Title I Part A to ensure that funding is directed to districts in which migrant children reside.

As we noted above, we are seriously concerned about the proposals for re-focusing Title I funds on high poverty areas. The consequence of this move would be to decrease the capacity of Title I to serve migrant children, who are more likely to reside in rural areas.

[Additional material is retained in the files of the committee.]

STATEMENT OF GIRLS INCORPORATED

Girls Incorporated (formerly Girls Clubs of America) is a national youth organization that has been providing direct service to school-age girls in communities throughout our country for almost fifty years. The first clubs, however, began serving girls during the Industrial Revolution. Our experience with girls has provided us with dramatic, first-hand knowledge of the effects of gender discrimination and the various forms it can take. As a leading and vigorous advocate for girls, Girls Incorporated stresses the urgency of addressing girls' special needs. Twenty years ago, our 1974 annual report was titled "Toward Equality for Girls". We wrote:

> In our current society, co-ed is not co-equal. Girls are accepted but remain second class citizens . . . .They are clearly unequal in the attention given to their development toward equality and new, more challenging adult roles.

Our 1978 national seminar, "Today's Girls: Tomorrow's Women", further focused on equity issues in areas critical to girls' healthy development and reconfirmed our early commitment to addressing these issues.

Girls continue to grow up in an inequitable world where subtle and blatant gender discrimination stereotypes them and limits their opportunities, experiences and accomplishments. However, the introduction of the Gender Equity in Education Package of 1993 offers great promise for change. Mr. Chairman, we thank you for taking girls seriously and taking seriously the responsibility of the federal government to recognize the current inequities and work toward rectifying them.

We also greatly appreciate the commitment of the Senators who have joined in sponsoring the individual pieces of legislation that together make up the package and the commitment of the Members who will work to pass it. As part of the Task Force of the National Coalition of Women and Girls in Education, Girls Incorporated helped fashion some of the ideas, working with the American Association of University Women and the National Women's Law Center in this endeavor.

At our Girls Incorporated National Resource Center we conduct research and collect information to develop the programs, resources, settings and principles that best enable girls to overcome discrimination and other barriers to gender equity. Our testimony is based on this expertise and the expertise developed through our experience of direct service, programming and advocacy for girls. We are submitting testimony for the record to support passage of the legislation and to bring several specific points to your attention.

1. **Office of Women's Equity:** The WEEA Restoration Act of 1993, S.1464 sponsored by Senator Simon, expands the Women's Educational Equity Act Program and establishes an Office of Gender Equity to promote and coordinate the Department of Education's policies, activities and programs to achieve gender equity. We believe this legislation is essential to making an impact on the equity. A legislatively-required office will provide a much-needed locus of commitment, responsibility and action for addressing pervasive inequities for girls. As stated in our recent publication ***Past the Pink and Blue Predicament:*** girls experience inequities, discrimination and pressures that start during infancy and limit their potential now and as adults. Therefore, it is crucial that the office be charged to consider equity for girls during their earliest involvement with educational opportunities as well as equity issues for women engaged in lifelong learning. At Girls Incorporated, we know successful interventions to enable girls to overcome inequities begin with commitment to change, an understanding of the research on the issues and careful planning of deliberate steps that will make a difference in girls' lives and the world in which girls live. The Office of Gender Equity would be a noteworthy start to making a real difference on both levels.

2. **Inclusion of informal education in initiatives and programs:** In addition to the formal education system, a significant amount of education takes place in the "community" -- in museums, churches, community-based organizations and other arenas. Between 60 and 80 percent of young adolescents participate in at least one nonschool activity sponsored by public or nonprofit agencies (Carnegie, 1992). Furthermore, almost 40 percent of adolescents' waking hours are discretionary compared to the 30 percent they spend in school (Carnegie, 1992). Clearly, the informal education that takes place in nonschool settings can provide a powerful forum for challenging the barriers, discrimination, attitudes and perceptions that lead to gender inequity.

We strongly believe that community-based organizations should be included in initiatives and funding under the Gender Equity in Education Package so that gender equity can be achieved in all educational realms for girls and women. We commend this inclusion in the Fairness in Education for Girls and Boys Act of 1993, S.1463 and in S.1464 sponsored by Senator Mikulski.

3. **Gender equity and positive environments for girls:** Many youth organizations and educators are recognizing that girls have special strengths and needs that require special attention. However, without specific training and consistent monitoring, adults who are not consciously avoiding sex-

stereotyped behavior are probably delivering cues that perpetuate sex stereotypes and inequities. We have found that many professionals need and want training to increase their awareness of gender inequities and to develop environments that are positive for girls. By positive environment for girls we mean an environment that addresses their special needs, overcomes biases, and enables girls to achieve full equity.

At Girls Incorporated we consider positive environments for girls to be a fundamental aspect of any program serving girls. The increasing number of requests we have received for presentations, training and consultation underscores the unique qualifications for Girls Incorporated to assist our partners in youth work, including schools, with their efforts to develop positive environments and address gender equity. During the past year, we made presentations and provided substantial training in these areas, including work with Girl Scouts of the USA, Big Brothers/Big Sisters of America, 4-H, a conference on issues of equity at Mills College, the National Network of Runaway and Youth Services and the ongoing work we do with our affiliates. We recently completed a training of New York City school guidance counselors and other professionals who works with the city school system on sexuality education and pregnancy prevention, focusing on gender equity issues. We are currently working with the American Corrections Association and others on training around the issues of positive environments and gender-sensitivity. We have recently published "What's Equal?" a guide book for youth workers to evaluate and improve their organizations so that they can achieve equity for both the girls and boys whom they serve.

Operation SMART, our own research-based program for gender equity in math and science mentioned in other testimony at the hearing, was initiated with funds from the current Women's Educational Equity Act program and is now having national impact in schools, community-based organizations, camps, museums and other organizations. We and our affiliates have provided Operation SMART training to youth workers, teachers and other professionals, a significant part of which addressed gender equity issues in math and science programming. We welcome the opportunities that the Gender Equity in Education Amendments Act, S.1465 and the Women's Educational Equity Act will provide so that Girls Incorporated and colleagues with expertise in gender equity can help schools, organizations and agencies providing informal education better understand and move forward in this and other areas.

4. **Existing expertise:** Youth-serving organizations have expertise to share. In particular, Girls Incorporated has made gender equity a primary goal for our ongoing work in programming, direct

services and advocacy for girls. Programs such as Operation SMART, Friendly PEERsuasion and Sporting Chance help meet girls' special needs by compensating for the barriers to equity that girls confront.

All Girls Incorporated programming is based in research about what girls need and what is effective in meeting those needs. For example, it is widely recognized in the growing literature on girls and women in math and science that changing girls' attitudes and perceptions about these two fields requires a supportive environment that encourages and facilitates risk-taking and exploration by girls. Change also requires adults who believe girls can and should excel in math and science. Operation SMART encompasses these and other principles critical to achieving gender equity.

Initially developed for informal education settings, our programs are readily adaptable to after-school settings and in-school use; a number of our affiliates provide these programs during regular school hours. Federal assistance will help such known and proven programs reach more schools, more organizations and more girls.

5. **Dropout Prevention:** Subsequent pregnancy is a major cause of school dropout among pregnant and parenting teens. The results of our research on our program to prevent adolescent pregnancy were reported in ***Truth, Trust and Technology***. The report was released here in Washington at a seminar keynoted by Congresswoman Patricia Schroeder in September 1991 and the program continues to gather commendations from communities around the country. Rigorous evaluation demonstrated that consistent participants in programs for younger girls were half as likely to have sexual intercourse for the first time as nonparticipants; and participants in programs for older girls were less likely to become pregnant than nonparticipants. The primary components of Preventing Adolescent Pregnancy help girls ages 9-18 clarify values with parents, learn assertiveness and resistance skills, develop aspirations for education and a career and, for sexually active girls, learn about and obtain contraceptive technology. We believe this could be the basis of an effective program for helping teen parents avoid second pregnancies, a priority consideration in the S.1465 sponsored by Senator Harkin.

6. **Equity in athletics:** We applaud Senator Moseley Braun's initiative to seek better information regarding collegiate efforts to achieve gender equity in athletics and sports. It is during the childhood

years that girls need to learn sports skills and an appreciation for competitive sports that will enable them as women to participate effectively in sports at the college level and beyond. Therefore, Girls Incorporated recommends that attention and resources be devoted as well to gender equity in sports at the primary and secondary school levels. The Girls Incorporated Sporting Chance program for girls ages 6 to 18 is an excellent model for building basic sports skills and increasing girls' experience in competitive sports.

7. **Data Collection:** We want to comment explicitly in the importance of the inclusion of sex as a background characteristic in education data. We established our National Resource Center in Indianapolis in 1981 in specific response to the startling lack of information about girls. Many, if not most, organizations and government agencies do not collect, analyze and report data by sex. We have raised this issue in many legislative contexts over the past two decades and wrestled with it as the nation's leading source of information about girls. We commend Senator Harkin for pinpointing the need to collect, analyze, disaggregate and cross-tabulate by sex, race, ethnicity and socioeconomic status whenever feasible, and including provisions to this end in S.1464. This additional information is essential to monitoring progress in closing the gap in opportunities, treatment, experiences and outcomes for girls and women. More knowledge about the effectiveness of programs can lead to more efficient use of tax dollars.

8. **Sex Harassment:** Finally, expanding the definition of "effective schools" to include an "environment free from sexual harassment" is an idea whose time has come. We applaud Senator Mikulski for including this idea in S.1463. Encouragement of training and technical assistance under schoolwide improvement programs is another step in the right direction. It acknowledges and addresses the implicit acceptance of deplorable behavior that exists in too many schools.

Again, we thank you for recognizing the need for action on the front of gender equity. We would be happy to supply additional copies of ***Past the Pink and Blue Predicament*** or any other materials that would be helpful in your deliberations.

STATEMENT OF THE NATIONAL COALITION FOR SEX EQUITY IN EDUCATION

I am writing to encourage your support of the Gender Equity in Education Package. I write as a former classroom teacher, a specialist in providing gender equity training to teachers, administrators and parents and as Chair of the National Coalition for Sex Equity in Education. Although I am not a parent, there are among my family and friends numerous young children whose future and success are of great personal concern and it also on their behalf that I am writing.

It is important for you to understand that gender equity in education is not about telling people what their future should be, but ensuring that all students have a full range of choices as they progress through school and beyond. The passage of Title IX was not enough to genuinely achieve gender equity. Senator Paul Tsongas made this insightful comment, "Equal opportunity is more than an open gate. It is the appropriate complement of skills and fundamental self-esteem that makes the open gate meaningful. To just open the gate is to engage in a cruel gesture, no matter how innocently it is done." Gender equity training help teachers to recognize the overt and subtle ways that curriculum, classroom interactions and school environment can have the effect of limiting aspiration and damaging self-esteem of all of our students, female and male.

In my nine years as a gender equity specialist, I have worked with hundreds of teachers. Many of them have told me of the academic and social benefits of the gender and race equity training they received. That is gratifying and encouraging, but the need for increased training for teachers and administrators is great. Most teachers do not receive this information in their preservice training and most have not received comprehensive inservice training either.

I would like to offer my services as Chair of the National Coalition for Sex Equity in Education (NCSEE) to present testimony in support of the bill. NCSEE is the only national organization for gender equity specialists, including teachers, administrators, parents, professors, state and federally funded trainers, and consultants.

You have heard the rationale for all of the components of the bill. On behalf of the entire NCSEE membership I strongly endorse the entire bill and urge your support.

Thank you for your kind consideration on this important matter.

STATEMENT OF THE NATIONAL EDUCATION ASSOCIATION

Mr. Chairman and Members of the Committee:

The National Education Association is pleased to have this opportunity to comment on S. 1513, the Improving America's Schools Act. As you know, this legislation would reauthorize the Hawkins-Stafford Elementary and Secondary Education Improvement Amendments, PL 100-297 (ESEA).

The Elementary and Secondary Education Act is the cornerstone of the nation's K-12 education policy. The Act contains the largest and most significant programs ever designed by the federal government to address the issues of equity and excellence in education. For the past quarter century, these programs have made a profound impact on the lives of students served in the programs, and they have provided essential resources to public schools that enable them to address the unique needs of students disadvantaged by economic conditions, native language, or other obstacles to academic success.

The reauthorization of the ESEA comes at a critical time. The public's commitment to improving public elementary and secondary education remains high. The stakes for protecting equity and promoting excellence become greater each year. Now that the Goals 2000: Educate America Act is law, there are increased opportunities for creative efforts at education reform to accompany the solid foundation set by programs of the ESEA.

Four overarching issues should drive consideration of the programs contained in ESEA

Federal elementary and secondary education programs must have the resources necessary to achieve their objectives. With the Education Consolidation and Improvement Act of 1981, the scope of federal programs became relatively narrow Programs that remain, such as Title I, Bilingual Education, and Impact Aid, must have resources adequate to serve all students eligible and in need of assistance

Wherever possible, resources must be moved to the local level. Learning takes place in classrooms, not in state departments of education or the US Department of Education Federal funds must be provided directly to local school districts for instructional purposes, with a minimum of administrative burdens that hamper the ability of teachers to teach and children to learn or that necessitate the creation of administrative positions to address federal regulation

Educators selected by their representative bargaining agents must have a voice in decision making. The reauthorization of ESEA should, where appropriate, require that teachers have a say in the development and delivery of programs to assure federal funds are used for activities that improve the quality of instruction

New initiatives must be added to meet the educational needs of America's public schools. Most of the programs in ESEA were developed in the mid-1960s, and they continue to play a vital role But they do not go far enough in addressing the present needs of America's schools or the future needs of the US economy NEA supports the enactment of a major new general aid program, a new initiative to meet the unique needs of rural and urban schools, and a new initiative to assure that schools are free from violence and environmental hazards

Before discussing specific aspects of ESEA, the NEA would like to offer some general comments concerning federal efforts to improve education

Consistency of Mission

Frequently, policy makers have a tendency to move from one crisis to the next before fully solving the last problem Nowhere is this inclination more acutely felt than in the area of education From Sputnik and the National Defense Education Act (NDEA) to the War on Poverty to the publication of *A Nation at Risk*, education policy has been made in response to a perceived crisis Sadly, even when the perception of the crisis has abated, the problems continue The federal government must maintain a consistent effort to address challenges in education

For example, laboratory equipment, purchased with funds made available by the NDEA, is still in use in some schools today -- a testament not so much to its durability as to the fact that little has been done in the intervening years to address inadequacies in math and science education in this country The release of *A Nation at Risk* stimulated efforts by states to provide additional resources for public schools But the results of those efforts are uneven at best A year after *A Nation at Risk* was released, states enacted budgets that were 6 3 percent below the previous year, after accounting for inflation -- the sharpest single year decline in two decades New state money went primarily to make up for past neglect and to compensate for federal education budget cuts

We urge this committee and this Congress to use this opportunity -- the reauthorization of ESEA -- wisely Congress must assure that programs to meet special needs continue until such needs are nonexistent, that ESEA programs get the resources they need to be effective, and that changes address real, not political, needs

The reauthorization must be consistent with the original mission set a quarter century ago to promote economic opportunity for disadvantaged students by helping assure educational opportunity to all

Continuity of Services

Federal education programs have suffered tremendously from the combination of uncertainty about the mission of public schools and economic constraints Programs such as Title I compensatory education for disadvantaged students, Bilingual Education, Impact Aid, and Chapter 2 were severely cut in the early 1980s While there has been some recovery, students and schools continue to suffer from sharp decline of federal resources for these effective programs

The quality of federal education programs has suffered from a scarcity of resources -- which frequently leads to the next crisis Because of the recurring crisis in public education, national education policy has relied on emergency room treatments, when students and schools need a preventive, health maintenance approach

Cuts in programs close off opportunities for targeted students, opportunities that may never be regained Moreover, they do more than put a school district behind Significant cuts in resources frequently necessitate cuts in staff, which is a loss of experience, commitment, and continuity that cannot be restored, even if the funds become available the following year

We urge this committee to authorize funding levels -- and advocate for appropriations levels -- that will assure consistency of programs from year to year

Standards and Goals

NEA supports the new Goals 2000 law, which sets up a system for federal assistance for state and local education reform efforts, calls for the development of voluntary opportunity-to-learn, content, and performance standards, codifies the National Education Goals, and provides a mechanism to assessing progress toward the achievement of the goals Assessments used to measure progress toward the goals must be considered in their proper context Student outcome assessments must be matched with high opportunity-to-learn standards so that schools can identify deficiencies in resources -- time, materials, and personnel -- and take steps to address them Where states and localities need help in addressing those deficiencies, the federal government should provide funding and technical assistance

The following section outlines our ideas for the improvement of specific sections of S 1513

Title I

Title I of the Improving America's Schools Act emphasizes content, performance standards, and assessment Opportunity-to-learn standards should be emphasized and included as part of the bill as well

The Title I compensatory education program for disadvantaged students is one of the most important federal contributions to quality education in the United States Students with access to Title I services have performed demonstrably better on standardized tests than comparable students who have not been able to participate in the program The chief shortcoming of the program, historically, has been limited resources Without sufficient funds to pay for teachers, facilities, and materials, far too many students have been unable to get the help with basic skills they need to be successful The formula for Title I concentrates federal funds on high-poverty counties, high-poverty local education agencies (LEAs) within the counties, and high-poverty schools within the LEAs While this attempt to provide more funding to areas of high poverty is a noble one, in our view, an unfavorable result of the formula change is that it decreases the money available for students within pockets of poverty that exist in cities and counties showing lower poverty rates This needs to be satisfactorily adjusted

An additional concern we have about Title I is that it contains new language regarding the diversion of public federal funds to nonpublic schools We want to see this language removed

Congress must reject any proposal that would take resources away from public schools, violate the constitutional separation of church and state, or diminish the effectiveness of public school programs in serving disadvantaged students

Title II

Title II of the legislation has been rewritten to include professional development for teachers in the core subject matter areas of English, math, science, geography, history, and art We believe this is an excellent component of the bill However, it requires a local fund match Poor schools cannot afford this and therefore have the potential for being eliminated from participation, even with the provision that other federal money may be used to make the local match

Under the existing Chapter 2, the use of grants is determined primarily at the state level We would recommend continuation of this excellent approach, enhanced by the addition of a large authorization for general aid

Title III

We support the language in Title III that calls for increased use of technology in schools It is essential that the new technological tools and equipment used by schools be compatible so that educators in different locales can communicate with each other The addition of language to this effect would enhance the dissemination of valuable information among educators

Title III also provides for federal funds to be used for a limited public charter schools project We urge the committee to continue to ensure that only public schools are allowed to receive charter school funding

Title IV

NEA supports a new federal initiative to assure the health and safety of children in public schools by addressing both environmental hazards and the threat of crime and violence The measure would establish requirements for testing and assist with abatement of lead hazards, radon, and asbestos A comprehensive program to address environmental hazards in public schools would assure coordination of programs and projects, it would assure that resources are provided to schools with the most serious problems and fewest resources in a consistent, equitable manner, and it would help reassure parents about the safety of their children in public schools

At the same time, we support a new program to provide grants to local education agencies to reduce school crime and violence These provisions would clearly and directly advance National Education Goal number seven, which calls for safe, drug-free, and violence-free schools by the year 2000

We recommend a five-year authorization of $100 million each year, beginning in 1994, to be used for education and training programs for students and staff for the prevention of crime and violence, for counseling services for victims and witnesses, for the development of dispute resolution programs, for the purpose of crime prevention equipment, including metal detectors, and to hire school security staff

Such a program is a modest investment in the long-term security of both schools and neighborhoods Funding for the program would be about one-half of what schools now pay to deal with the effects of school crime and vandalism But the savings in such an effort cannot be counted in dollars alone At present, according to a national study, some 100,000 students bring guns to school every day, more than 2,000 students are physically attacked on school grounds each hour, some 900 teachers are threatened, and nearly 40 actually assaulted on school property each hour, and some 40 children are killed or injured by gunshot wounds every day

We urge you to support a Violence-Free Schools Act as part of the reauthorization of ESEA

We are concerned about the language in Title IV that would reserve for the state governors much of the funds authorized for drug and violence prevention programs A better use of this money, in our view, would be to earmark it for local use, where the classroom teacher works directly with students

Title V

In Title V, there is a provision for magnet schools that doesn't explicitly mandate their being public schools We view this as a serious omission and urge that it be corrected to specify that only public schools may be designated as magnet schools

Title V also deals with public school equalization and provides states with technical assistance, research assistance, and the development and dissemination of model materials We do not believe this comes anywhere close to addressing the need for resources to provide equal opportunities for poor rural and urban LEAs in comparison with more well-to-do schools The NEA proposes general aid of $100 billion to help resolve this issue

Title VI

NEA supports the language changes that were made by the House of Representatives in the Indian Education program provided for in Title VI of H R 6 We hope the committee will give serious consideration to such language for S 1513

Title VII

NEA supports the essential federal role in assuring students with limited proficiency in English have access to culturally sensitive bilingual programs Such programs should both assure that students have proficiency in English in order to excel in academic programs, and should help students maintain proficiency in their native language Multilingual competence will increasingly be an essential workplace skill to assure Americans can compete in a global marketplace

The reauthorization should take steps to assure all students in need of language-development assistance are served Since Fiscal Year 1980, funding for federal bilingual education programs has been cut 37 percent after accounting for inflation At present only about one in six students with limited proficiency in English are served in federally funded bilingual education programs The 1990 Census indicates more than 6 3 million children between the ages of 5 and 17 do not speak English at home

Among areas of focus during this reauthorization should be addressing the critical shortage of qualified bilingual education teachers Nationwide, schools need an additional 175,000 bilingual teachers to meet the current demand NEA supports additional federal resources for recruitment, preparation, and inservice education of bilingual education teachers

Title VIII

Impact Aid is one of the earliest federal education programs and a key element of the ability of schools affected by federal activities to provide quality educational opportunity For several years, Congress has been engaged in a debate over the various categories of Impact Aid funding NEA supports changes to Impact Aid that would establish a weighted formula to address the variable economic impact of federal activities on affected schools In addition, we strongly support changes in Impact Aid to forward fund the program Since Impact Aid funds support general operating expenses, it is essential that school districts know what their appropriations will be to

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make budget decisions Finally, Impact Aid is woefully underfunded By FY92, resources to schools eligible for Impact Aid were cut by 45 percent compared to FY80, after accounting for inflation

Military base closures have a negative effect on area school districts To ease the transition away from impact aid funds, we support a phase-out period during which a district would receive 100 percent funding (based on prior year data) during the first year, an amount equal to 90 percent of that amount the second year, and an amount equal to 90 percent of the second year's funds in the third year This arrangement would allow LEAs sufficient time and funding to adjust to the absence of impact aid funds

We hope the committee will continue to authorize impact aid funding for the children of civilians who live or work on federal installations

Title IX

We are concerned about the waiver authority in Title IX We believe care should be given when granting broad waivers of regulations and authority so that the intent of the education programs isn't lost

Title IX also provides for services to nonpublic school students and teachers We feel strongly that this is unnecessary and shouldn't be covered by this act

Coordinated Services

The House-passed version of the Improving America's Schools Act contains a number of additional provisions that warrant consideration by the Senate Title X of H R 6 would authorize funds for coordinated services projects Such projects are designed to bring all the needed community resources together to assist students and their families in eliminating the influences outside the classroom that increase risk of academic failure NEA supports this concept and believes it would enhance progress toward the National Education Goals We believe the addition of a coordinated services title would improve S 1513

Upgrading the Physical Plant

A number of recent reports point out the serious deficiencies in public schools' physical plants The Education Writers of America's report, *Wolves at the Schoolhouse Door*, estimated the cost of necessary construction and renovation in public schools nationwide at some $100 billion In 1992, the American Association of School Administrators (AASA) found that one out of five public school students attends classes in substandard buildings

Old, worn-out buildings are more than just depressing They are expensive to operate and a threat to the health of students and staff Many older schools have hazardous asbestos, lead, and radon The federal government has taken modest steps over the past several years to address some of these environmental hazards, but much more must be done to make America's public school buildings safe and adequate Capital outlays and interest on school debt have risen sharply, from less than 7 percent of total K-12 expenditures in 1989-90 to almost 9 percent of total expenditures in 1991-92

Three-fourths of the nation's public schools were built before 1950 at a time when no one anticipated the complex demands of today's instructional technology Connecting America's public school students with the Technology Super Highway will require a significant capital outlay for construction, renovation, asbestos abatement, and basic wiring for electrical outlets and phone connections

NEA proposes the creation of a National Education Technology Loan Authority that would underwrite community bond issues to get a tolerable rating for the community. We believe the creation of a federally insured loan authority would be an attractive investment for public and private pension funds. In fact, we have already had preliminary discussions with some teacher pension fund administrators about the possibility of this approach for moving the nation's public schools into the information age.

NEA believes a federal investment in school facilities is cost-efficient in a number of ways. First, hazard-free schools promote human health and lessen the need for costly remediation. Second, it is only prudent to assure that schools have the capacity -- in terms of space, electrical systems, etc -- to use effectively instructional technology purchased with federal dollars. Third, adequate facilities enhance school pride, signal to students they are valued, and prevent disruptions caused by heating and plumbing system breakdowns. Without federal involvement, many of the worst schools will only get worse. We support the addition of a new title to provide for these improvements.

Urban and Rural Schools

NEA also recommends a new additional title that would address the concerns of urban and rural schools, as addressed in S. 1472, cosponsored by Senators, Simon, Jeffords, Wellstone, Mitchell, Cochran, and Daschle. We support a new federal initiative to assist rural and urban schools with their unique needs, including endemic shortages of qualified teachers, high numbers of children living in poverty, and limited resources for adequate facilities. Funds provided under this title would be used to help rural and urban schools meet the National Education Goals and prepare the nation's young for the challenges of the future economy.

Public elementary and secondary schools play a pivotal role in American rural communities. To a large extent, the school is what brings the community together -- given the relative isolation of families working in agriculture and ranching. American rural communities face new challenges, declining population, the need to diversify their economies, and the challenge of offering a rigorous, diverse academic program with limited resources. NEA supports a program of federal assistance to link public schools with others, including postsecondary institutions, to expand involvement in experiential learning, and to learn effective use of technological innovations to improve farming and ranching -- from the standpoint of efficiency and environmental responsibility.

Public schools in urban settings can and should play a similar function in bringing the community together. Providing resources to school districts for recreation, before- and after-school care, adult education, and other activities can help restore schools to a central role in the community.

Moreover, schools must play a leadership role in coordinating comprehensive services to disadvantaged children. Dr. James Comer's research demonstrates the importance of meeting comprehensive students needs to achieve academic goals. Public schools in urban communities can play a pivotal role in identifying needs, coordinating services, and providing a focal point for community development efforts.

General Aid

The most successful schools in the U.S. share one characteristic. It is not merely the leadership of a principal, the involvement of teachers in decision making, or the best equipment. The most successful schools in the nation -- public and private -- have the resources necessary to maintain low teacher-student ratios, attract and retain qualified staff at every level, and provide adequate facilities, equipment, and time to teach.

Education reform efforts over the past decade should teach us some important lessons. First, education reform programs that are limited in scope and effect will produce limited results. American public schools need substantial improvements to meet the high standards of the national goals. Second, setting standards for student outcomes without providing resources to maintain high standards for program quality will produce disappointing results. Third, while one may argue over what it costs to provide the current level of education, clearly transforming American schools to meet the needs of the future is going to cost more.

As long as the responsibility for the quality of our schools is left up to the commitment and abilities of state and local governments, we can only expect uneven results. If we truly want national improvement, if we want schools in diverse economic circumstances to meet national education goals and standards, the federal government must commit significant resources to meet those goals and standards.

If we want better teachers, we will have to pay teachers better. Efforts to strengthen teacher standards through the National Council for the Accreditation of Teacher Education and the National Board for Professional Teaching Standards will have little effect unless the salaries and benefits of instructional professionals -- and of all school personnel -- meet or exceed comparable compensation for jobs that require similar training and levels of responsibility.

Congress should authorize a program of significant general aid to schools -- funds that can be used for those aspects of the educational program that have a demonstrable effect on the quality of education. Such funds should be provided directly to school districts, and classroom teachers should have an effective voice in the allocation of those resources.

In closing, NEA reiterates its strong support for the National Education Goals. We believe the committee must keep these goals in mind in evaluating the various programs within ESEA. The goals are helpful in emphasizing that education is a continuum, from developmental education to lifelong learning. They help establish a framework assuring education efforts are coordinated and integrated.

At the same time, it would be inappropriate to evaluate suggested ESEA initiatives in terms only of the National Education Goals. Educational equity has social and economic benefits that go far beyond simply raising the high school completion rate or other narrow aspects of the goals. Categorical programs that meet unique, individual student needs should be continued to assure that all students have access to programs that enhance their ability to meet high academic standards and achieve the other aspects of the goals, augmented by general aid as outlined above.

STATEMENT OF THE AMERICAN ASSOCIATION OF MUSEUMS

The American Association of Museums (AAM) strongly supports the inclusion of the community partnership provision, authored by Rep. Eliot Engel, as approved by the House of Representatives, in the Elementary and Secondary Education Act.

The partnership provision, which would authorize the Department of Education to make grants to local education agencies that work in partnership with community cultural organizations, offers a way to leverage all of a community's resources for education. Since the partnerships' purpose would be to serve Chapter I students, it is noteworthy that institutions such as museums specialize in offering non-threatening venues to youngsters who have not been well-served by traditional school programs.

The provision offers a substantial inducement towards two important requirements of Goals 2000: that state and local education reform plans "address strategies to involve communities" including cultural institutions, and that the plans describe strategies for "developing partnerships" among schools and cultural institutions. Thus the partnership provision is an instance of legislation that fits within the Goals 2000 framework, which promotes systemic educational reform.

The partnership programs would provide education in all of the core subjects of Goals 2000. In the museum field alone, we have institutions that specialize in science, history, technology civics, and a host of other subjects, as well as art. While their collections vary widely, they have a unique capability to bring lessons to life: the genuine artifact can spark a love of learning that the printed word rarely emulates. Moreover, both living and non-living collections lend themselves to multidisciplinary use. It is for this reason that museums such as zoos and botanical gardens have supported this legislation with such enthusiasm.

Museum professionals have responded overwhelmingly to the prospect of a program at the Department of Education in which they can participate. In the last decade, the museum field has undergone a quiet revolution which has made education our top priority. This revolution was formalized with the issuing in 1992 of the report of the AAM Task Force on Museum Education titled "Excellence and Equity: Education and the Public Dimension of Museums," which serves as a call to action to the field; a copy of the report is attached.

A majority of the nation's 8,000 museums now have formal education programs, often developed in close consultation with the schools and tied directly to school curricula. Many of these programs focus on teacher training and curriculum development, as well as on work with the students. For example, the Pacific Science Center develops science curricula for the state of Washington. Another common feature of museum programs is that they serve a multitude of school districts. For example, Old Sturbridge Village has formal relationships with schools in three states.

A dramatic example of a multidisciplinary museum education program comes from the National Wildlife Art Museum in Jackson Hole, Wyoming. Every Teton County student in grades 1 through 12 visits the museum four or five times a year, and the visits are linked to the curriculum. For example, in grade 5, the students study the food chain. When they visit the Museum, they are given a workbook and asked to find a picture with an omnivore, one with an herbivore, and one with a carnivore; then they are asked to sketch the picture; name the animal; name the artist; characterize the food chain activity; and grade the animal's environment as depicted. So the students are getting science/environmental, vocabulary, art and art history education, all at once.

As a general rule, museums do not receive very much Federal funding for their educational activities. There is currently a small amount of funding available through the National Endowment for the Arts and the National Endowment for the Humanities. The Institute of Museum Services has dedicated its Museum Leadership Initiative grants for FY 1995 to partnerships that further the National Education Goals, but this program amounts to less than a quarter of a million dollars. With funding levels for these agencies likely to remain static for the foreseeable future, we cannot realistically anticipate more resources from this quarter, unless they are drawn from the agencies' existing programs -- a prospect that we would regard with alarm, given the vital nature of those programs. We applaud the agencies' interest in education and request that the Department of Education cooperate with them in every possible way.

We believe that the involvement and encouragement of the Department of Education is important on substantive grounds. By encouraging long-term partnerships rather than project-by-project grants, the Department can ensure that museums participate in the nation's educational enterprise on a permanent basis; in effect, it can cement the changes that the museum community itself has undertaken to make.

Headquartered in Washington, DC, AAM is the national association representing the concerns of the museum community as a whole. AAM assesses museum programs and accredits museums; provides education and training; operates international museum programs and advocates for the advancement of museums. Since its founding in 1906, AAM has grown to include more than 13,000 active members, including more than 9,100 museum professionals, volunteers, and trustees; 1,200 corporate members, and some 2,700 institutional members.

STATEMENT OF MARLENE R. BURKE

GOOD MORNING SENATOR JEFFORDS AND MEMBERS OF THE COMMITTEE. IT IS INDEED A PRIVILEGE TO COME BEFORE YOU THIS MORNING AND SHARE WITH YOU SOME INFORMATION REGARDING THE TRUE VALUE OF READING FOR CHILDREN IN OUR PUBLIC SCHOOLS. I FIRMLY BELIEVE THAT READING IS, AS STATED, FUNDAMENTAL TO THE SELF ESTEEM EVERY CHILD NEEDS IN ORDER TO SUCEED IN SCHOOL AND IN LIFE.

I AM AWARE THAT MANY CHILDREN HAVE ABANDONED READING AS A PAST-TIME, AND AS SOMETHING TO DO ON A RAINY AFTERNOON. TELEVISION AND VIDEO,GAMES AND YES COMPUTERS HAVE DRASTICALLY CHANGED THAT. ALTHOUGH THESE ARE INOT INHERENTLY BAD, THEY DO NOT NECESSARILY HELP CHILDREN TO ACQUIRE THE SKILLS THEY NEED IN READING AND CREATIVITY. MANY SCHOOLS HAVE INSTITUTED THE READING IS FUNDAMENTAL PROGRAMS FOR THREE REASONS, TO IMPROVE READING LEVELS, TO ENCOURAGE READING IN GENERAL AND TO OPEN A NEW WORLD OF LEARNING FOR CHILDREN THROUGH THE MANY FINE BOOKS AND NOVELS THAT SCHOOLS ACQUIRE.

I KNOW THAT ALL OF YOU UNDERSTAND THAT BUILDING SELF ESTEEM IS THE MOST IMPORTANT QUALITY WE NEED TO INSTILL IN OUR CHILDREN, THE EARLIER THE BETTER. THIS GIVES THEM THE CONFIDENCE TO DO THINGS THAT THEY WOULD NOT NORMALLY TRY. WE HOPE THAT BY THE TIME THEY START THEIR FORMAL EDUCATION,IN KINGERGARTEN THAT THAT PARTICULAR QUALITY IS ALREADY INSTILLED IN THEM. THIS DOESN'T ALWAYS HAPPEN. MANY ELEMENTARY TEACHERS SPEND AN INORDINATE AMOUNT OF TIME HELPING CHILDREN DEVELOP THIS VERY

IMPORTANT QUALITY. RESEARCH SUPPORTS THE CONCEPT THAT WHEN TEACHERS ALONG WITH PARENTS AND OTHER ADULTS HAVE EXPECTATIONS OF SUCESS FOR LEARNERS THEY TEND TO BEHAVE IN SUCH A MANNER THAT THEIR EXPECTATIONS BECOME SELF FULILLING PROPHECIES FOR THE LEARNERS. THE VERY BASIC SKILL THAT EVERY CHILD NEEDS TO SUCEED IN LEARNING IS THE ABILITY TO READ. IF A CHILD CANNOT READ WELL OR IS BELOW GRADE LEVEL, THEN ALL LEARNING BECOMES MORE DIFFICULT AND WE KNOW THAT IF THEY START FAILING THEN IT TENDS TO BECOME A DOWNWARD SPIRAL OF REPEATED FAILURES. THESE CONTRIBUTE TO FEELINGS OF NEGATIVE SELF-WORTH.

IN VERMONT WE WANT CHILDREN TO DEVELOP AND SUCEED IN THEIR LEARNING. ONE OF THE MOST SUCESSFUL PROGRAMS OUT THERE IS THE READING IS FUNDAMENTAL PROGRAM. IN VERMONT THERE ARE 502 SITES AND 16, 802 CHILDREN THAT ARE DIRECTLY INVOLVED WITH RIF PROGRAMS. THERE ARE 54.584 BOOKS AVAILABLE FOR THESE CHILDREN THROUGH THE RIF PROGRAM. THE FEDERAL PROGRAM CONTRIBUTES $44,878 DOLLARS IN MATCHING FUNDS AND $28,678 DOLLARS ARE COLLECTED IN PRIVATE FUNDS..

I WOULD LIKE TO SHARE WITH YOU SOME OF THE COMMENTS FROM VERMONT EDUCATORS REGARDING THE RIF PROGRAM IN OUR STATE. LINDA IANNECONE FROM FISHER ELEMENTARY SCHOOL IN ARLINGTON VERMONT SAYS THAT "OUR ACADEMIC SCORES HAVE IMPROVED. WE FEEL RIF HAS CONTRIBUTED TO THAT. OUR TOWN SUPPORTED A LARGE FLEA MARKET WHICH HELPED FUND OUR BOOKS." SUSAN BOHANNON FROM ALBURG ELEMENTARY SCHOOL SAYS "CHILDREN RETURN TO SCHOOL WITH RIF BOOKS TO READ TO YOUNGER STUDENTS. ANNA K. JOHNSTON FROM COLCHESTER HIGH SCHOOL SAID " KIDS ARE READING AND KIDS ARE ENJOYING THE READING. THEY ARE LIVING PROOF THAT READING IS FUNDAMENTAL!!! ... WE ARE SPREADING THE PRINTED WORD." PERHAPS THE MOST IMPORTANT TESTIMONY CAME FROM CHRIS VARNEY, A TEACHER FROM HINESBURG ELEMENTARY SCHOOL WHO SAID " THIS YEAR WE HAD TO DROP THE MIDDLE SCHOOL FROM OUR RIF PROGRAM DUE TO THE LEVEL FUNDING OF OUR FEDERAL APPROPRIATION. OUR SCHOOL POPULATION HAS INCREASED BY TWO HUNDRED STUDENTS OVER THE LAST FOUR YEARS. THERE WAS A GREAT OUTCRY OF DISMAY FROM THE MIDDLE SCHOOL STUDENTS....RIF IS INDEED AN EXTREMELY IMPORTANT PART OF OUR READING PROGRAM....THE

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OPPORTUNITY FOR OUR STUDENTS TO SELECT AND OWN THREE PAPERBACK BOOKS EACH YEAR BECOMES A CRITICAL FACTOR IN THE SUCESS OF OUR READING PROGRAM MANY OF OUR STUDENTS COME FROM LOW INCOME FQAMILIES LIVING IN A RURAL AREA THEY DO NOT HAVE THE OPPORTUNITY TO BUY THEIR OWN BOOKS OR EVEN VISIT A PUBLIC LIBRARY FOR MANY RIF IS THE ONLY OPPORTUNITY THEY HAVE TO SELECT THEIR OWN NEW BOOKS OUR PTO MEMBERS ARE ACTIVE SUPPORTERS OF OUR RIF PROGRAM THIS PARENTAL INVOLVEMENT HAS BEEN A WONDERFUL SUPPORT TO OUR READING PROGRAM THEY MODEL FOR THE STUDENTS THE IMPORTANCE OF READING."

I HOPE I HAVE GIVEN YOU A FLAVOR OF HOW IMPORTANT THIS PROGRAM IS TO CHILDREN AND THEIR EDUCATION, BUT ALSO HOW IT HELPS WITH BUILDING NOT ONLY THEIR VOCABULARY AND COMPREHENSION BUT ALSO THEIR SELF ESTEEM WHICH IS CRUCIAL FOR ALL THEY DO AND WILL DO AS THEY MATURE AND ENTER OUR WORLD OF WORK PLEASE CONTINUE A MOST VITAL PROGRAM BY FUNDING IT FULLY SO THAT EVERY CHILD, RICH OR POOR,RESIDING IN A CITY OR A , SUBURBAN OR RURAL COMMUNITY WILL HAVE EQUAL OPPORTUNITIES TO LEARN AND LEARN WELL.

STATEMENT OF JACKIE DEFAZIO

I am Jackie DeFazio, president of the American Association of University Women (AAUW). It is my privilege to represent the 150,000 members of AAUW, an organization devoted to education and equity for women and girls. I also come to you as a classroom teacher and Assistant Principal for Instruction at Glenbard East High School in Lombard, Illinois

Since 1991, AAUW has released three major research projects on gender equity in schooling. Our national survey, Shortchanging Girls, Shortchanging America, looked at how self-esteem is related to educational achievement. In 1992, The AAUW Report: How Schools Shortchange Girls provided compelling evidence of the continuing pattern of gender-biased practices in schools. And last year we released Hostile Hallways: The AAUW Survey on Sexual Harassment in America's Schools, which documented the shocking pervasiveness of student-to-student sexual harassment in the daily school lives of our children.

This research clearly demonstrates that our nation's school systems are denying our girls an equal educational experience. The inequitable practices that limit the futures of so many girls must be ended. To move toward that goal, AAUW, the National Women's Law Center, and the National Coalition for Women and Girls in Education developed a number of specific gender equity recommendations for the Elementary and Secondary Education Act reauthorization. We worked with the Congressional Caucus for Women's Issues and with several members of this Subcommittee to develop the Gender Equity in Education Package. Most of the provisions of those legislative proposals have been incorporated into the ESEA bill passed by the House. We hope to continue to work with you to ensure that these gender equity provisions are added to the Senate's ESEA bill.

Today, I would like to share with you some of the findings from this research, and explain why and how we recommend addressing them in the ESEA.

First, I want to look at the central elements of the classroom -- teaching practices and the curriculum. Researchers at Harvard University and American University, among others, have extensively documented gender bias in teacher-student interactions. Teachers often inadvertently treat girls differently than boys. They praise girls less for their intellectual work than for qualities such as neatness. Teachers tend to give girls less attention, with some studies showing teachers directing 80 percent of all their questions to boys. This pattern has a particularly severe impact on young women and girls of color. For example, African American girls have less interaction with teachers than all other girls, although they initiate those interactions more often than white girls do.

Inequities such as these have a particularly devastating impact in math and science. While the achievement gap between boys and girls in math is small and is declining overall, the gap widens steadily at higher grade levels. Many girls lose confidence in their math ability and avoid taking advanced math courses as they move through adolescence and enter high school.

Many studies, including AAUW's self-esteem poll, showed that girls' lack of confidence in their math abilities precedes a decline in math achievement in the middle school years. Even girls who do as well as boys in math through high school are less likely to pursue a career in a math field.

I science the gender gap in achievement is increasing. Girls and boys take different science courses, with girls more likely to take advanced biology and boys more often taking advanced chemistry and physics. Boys have more out-of-school, science-related experiences, such as working on car engines, than girls. That gap in experience continues in the classroom, where one study found that almost 80 percent of all student-assisted science experiments were carried out by boys.

Curriculum design and materials exhibit both overt and subtle bias against women. Girls still do not see their own lives and experiences or the accomplishments of women reflected in the curriculum. Few of the books studied in most schools are written by women. A 1989 study showed that of the 10 books most frequently read in high school English courses, only one was written by a woman, and none was written by a person of color. The result is that little of what female students read reflects a perspective born of experiences similar to the ones they have had. This absence sends a clear message to girls, particularly racial and ethnic minority girls: People like you do not matter.

AAUW's 1991 self-esteem poll showed the impact of that message. Girls' confidence in their academic abilities and their aspirations for the future drop dramatically as they move from the elementary grades into middle and high school. Compounding this problem is that the curriculum "evades" a number of issues that are particularly relevant to girls' lives, such as sexual violence, suicide, pregnancy, and eating disorders.

AAUW's 1993 survey revealed that student-to-student sexual harassment is virtually constant in many schools, creating a hostile environment for both girls and boys. Eighty-five percent of the girls and 76 percent of the boys surveyed reported being sexually harassed. The survey also showed that sexual harassment has a devastating impact on girls, who find it harder to study, participate less in class, drop out of extracurricular activities, and dread going to school as a result of harassment. One-third of all girls who have been sexually harassed report not wanting to go to school as a result, compared to 12 percent of boys who have experienced harassment.

In the process of doing our research, we have discovered that federal data collection and research activities often provide insufficient information on gender issues. For instance, federal surveys that question students about school safety and ways they have been victimized at school do not even ask about sexual harassment. Statistical reports rarely include cross-tabulations by sex within race or ethnicity, and often fail even to break the data down by sex. Data on socioeconomic status is even more rare. This failure matters because patterns of educational experience are known to be different for girls and boys from different population groups, and patterns based on socioeconomic status often outweigh other differences. To give just one example, an independent analysis of data from the National Education Longitudinal Study, undertaken as a part of The AAUW Report, revealed significant differences among low-income Hispanic, white, and black girls and their higher-income counterparts in patterns of grade repeating, for instance.

Research such as this can also help us identify and respond appropriately to gender-related differences in educational needs. Gender bias can result from failing to treat students in a gender-neutral way, as happens when girls are ignored in math class. But inequity can also result from failing to respond to gender-related differences in educational needs. And those differences are not the same for girls from all of America's diverse cultures, since parents from different cultures raise their children differently. Eliminating gender inequity in education requires using a variety of approaches to meet the educational needs and learning styles of all students.

Dropout prevention is one area where meeting gender-related differences in educational needs is crucial. Pregnancy is the most common reason girls give for dropping out of school, and almost half of teen mothers who drop out never complete high

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school. Pregnant and parenting teens make up one-fourth of all dropouts. Yet dropout prevention initiatives usually allocate no funds, or only small amounts, to programs and services for pregnant and parenting teens. Gender-related educational needs such as these must be met if girls and boys are to be afforded equal educational opportunity.

Now I would like to turn to our recommendations for using the lessons from our experience over the past two decades, as revealed in this research, to shape more effective federal policies and programs for gender equity in education.

An entire generation of young women has passed through our nation's schools since Congress passed Title IX and created the Women's Educational Equity Act (WEEA) Program in the early 1970s. WEEA provides grants for research and development of curricular materials, training programs, and other activities to improve educational equity for women and girls. This generation of women has made tremendous strides in education and workplace achievement, but they have by no means achieved equity in either arena. Girls score as well as boys on the National Assessment of Education Progress math tests at age nine -- but have fallen behind by age 17. Women earn more than half of all bachelor's degrees -- but only 30 percent of math degrees and seven percent of engineering degrees. Women earned one-third of the medical degrees awarded in 1989 -- an increase from eight percent in 1970, but still significantly lower than their share of bachelors degrees. Seventy-two percent of the nation's elementary and secondary school teachers are women -- but only 28 percent of principals and five percent of school superintendents are women.

The promise of Title IX and the WEEA Program has not been fully realized because we have lacked the resources and the political will to enforce and implement fully these policies. In particular, we have focused on requiring schools to change policies that limited girls' and women's access to education programs, but have failed to address the more difficult problem of gender inequity in school practices. Now, in this reauthorization of the ESEA, we are beginning a restructuring of education. We must use this historic opportunity to ensure that our daughters do not face the same educational inequities that we faced. An effective gender equity policy for the future must include better enforcement and implementation of existing policy, as well as the creation of new policies geared to eliminate the subtler forms of gender inequity -- those that are embedded in the everyday practices of schooling.

The gender equity amendments to the ESEA that have been proposed would address the inequitiable practices that continue to pervade our schools. The key to eliminating these practices is professional development. The federal government must take action to enable more teachers and other school personnel to have access to professional development programs in gender-equitable teaching techniques. Educators want all of their students to succeed, and they are eager to learn how they can create an equitable climate in their classrooms. Professional development that promotes gender-fair teaching, like Project SEED (Seeking Educational Equity) and GESA (Gender/Ethnic Expectations and Student Achievement) is available and it works. Schools must be allowed to use federal education dollars, such as those provided in Chapter 2 of the ESEA and in the professional development program of the Administration's proposal, to fund gender equity training. All schoolwide improvement programs, whether funded under Chapter 1, Chapter 2, the Fund for Improvement of Education, or other provisions of the legislation, should include funding for developing and implementing gender equitable teaching methods and strategies for meeting the educational needs of diverse students, including girls. Funding for similar activities should be included in targeted programs such as the Talented and Gifted Program.

It is particularly important to provide professional development in gender-equitable teaching techniques in math and science. Informal and supplementary education programs have shown that girls can be enthusiastic about math and science, and be high achievers in those fields. We should learn from the techniques that have worked well in programs like Operation SMART, sponsored by Girls Incorporated, and the BE WISE math and science camp sponsored by Ohio AAUW. Congress must specify that the Eisenhower

Math and Science Education programs may fund training in gender-fair teaching practices, and that informal education opportunities, such as those funded by community-based organizations, are eligible for funding. New technology education initiatives must also put a high priority on creating gender equity in access and participation.

Our second major recommendation is the expansion of the Women's Educational Equity Act Program. A strong WEEA Program is critical to ending gender bias in schools. For 20 years, WEEA has funded the development of models and materials for improving gender equity in schools. However, the severe cuts in WEEA funding throughout the 1980s prevented broad dissemination of WEEA materials and programs. To increase the effectiveness of WEEA, we must shift the Program's major focus to putting effective strategies in place in individual schools, while continuing the important research and development component. We recommend expanding the WEEA Program to include grants for implementation of proven, research-based programs to improve gender equity. Applications for the implementation grants should demonstrate how the grants will institutionalize gender equity in schools or states, and provide for systemic, long-term change. In order to provide implementation grants, the authorization level also needs to be higher than the current $9 million.

The WEEA Program has also been weakened by a lack of coordination. WEEA project grants are currently administered through the Office of Elementary and Secondary Education, while the dissemination and technical assistance functions are administered under the Office of Education Research and Improvement. Further, there is no coordination between WEEA and other existing gender equity programs, such as those under the Carl Perkins Vocational Education Act. When gender equity efforts are incorporated into even more areas, as we are recommending, the need for coordination and accountability will be even more pressing. AAUW therefore recommends establishing an Office of Gender Equity in the Department of Education to coordinate and evaluate efforts to identify and eliminate inequitable practices in all federal education programs. Building accountability into these programs is important to the American people. This Office would make such accountability possible.

Our third recommendation concerns the elimination of sexual harassment and abuse. A fundamental prerequisite for an effective learning environment is that it be free from sexual harassment and abuse. The federal government has a key role in providing such an environment. We commend the Administration for including sexual harassment prevention in the definition of violence prevention in its proposals for the Safe and Drug-Free Schools, and urge that the provision be adopted. Our recommendations call for funding for sexual harassment research and prevention under WEEA, and we further recommend that federally-funded programs for schoolwide improvement, such as Chapter 2 and the Fund for Improvement of Education, allow use of funds for training, technical assistance, and education designed to reduce and eliminate sexual harassment. We also urge that federal programs to recognize successful schools or fund school-based research and improvement activities include an environment free from harassment and abuse among the selection criteria.

Our fourth recommendation is greater attention to gender issues in education research. We know many of the symptoms of gender inequities in school, but we need to know much more about what causes those inequities and what remedies are most effective in combating bias. There is a tremendous need for more information about how biased educational practices affect different groups of students. Education data must be collected, analyzed, and reported by gender within race or ethnicity and socioeconomic status. That kind of specific data will give us a better picture of the educational status of all our nation's children and enable us to devise a variety of strategies to encourage high achievement by all students.

Finally, we urge you to pay attention to the needs of pregnant and parenting students as you consider dropout prevention policies. We recommend that 25 percent of federal funds for dropout prevention programs be reserved for programs targeting pregnant and parenting teens, and that coordinated services programs include social services like child care and transportation that are essential to these students.

These gender equity recommendations will help both girls and boys. Boys whose abilities are not best suited to traditional classroom practices, or who do not see their cultural and racial heritage reflected in the materials they study, suffer from the same lack of connection to the school that is experienced by so many girls. All students benefit when they have the chance to try new ways of doing things and are exposed to lives and cultures that are different from their own.

We know that our future as a nation depends on our ability to reshape the education system so that all children can reach their full potential. That is critical to our economy and to our ability to compete effectively in the global marketplace. It is also critical to every one of our nation's children, who have the right to expect nothing less than a fair chance to excel and to achieve their dreams.

The country's attention is focused on education reform now, but experience has taught us that focus will not last forever. We cannot predict when we will have the next opportunity to remake substantially the way we teach our children. Unless the federal government acts now to eliminate educational inequities, we will have squandered the chance to make the future better for all of our children -- our daughters and our sons.

STATEMENT OF REPRESENTATIVE ENGEL

Mr. Chairman and esteemed members of the subcommittee, I would like to thank you for giving me the opportunity to appear before you today to speak about an initiative which deserves your attention and support - the Community Arts Partnership Act.

As you probably know by now, I introduced the Community Arts Partnership Act, H.R. 2933, in August of last year in an effort to meet the needs of local educational agencies in providing comprehensive services to at-risk children and youth. Over the past few months, support for the program has grown tremendously and has been endorsed by over 100 education, arts, and cultural organizations. Subsequently, I offered H.R. 2933 as an amendment to H.R. 6, the Improving America's Schools Act, during mark up consideration by the House Subcommittee on Elementary, Secondary, and Vocational Education. I am happy to report that my amendment passed unanimously by voice vote, and on March 24th, the House of Representatives passed H.R. 6 with the Community Arts Partnership Act completely intact.

The Community Arts Partnership Act authorizes the Secretary of Education to award demonstration grants to Chapter 1-eligible local education agencies to work in partnership with local cultural organizations such as museums, zoos, libraries, botanical gardens, and institutions of higher learning. Despite its title, the Community Arts Partnership Act is not art-specific, but would work to improve the educational performance of at-risk children and youth by providing comprehensive and coordinated educational and cultural services in all core academic subjects. A few of the activities which would be eligible for funding include the integration of community cultural resources with regular classroom curriculum, providing effective cultural linkages from preschool programs to elementary school, and for programs that use local arts and cultural resources to reform current school practices.

Basically, the legislation is designed to provide seed money to leverage resources from community cultural institutions for the benefit of the local schools. Grants under this program may be renewable for a maximum of five years and the Secretary must ensure that there is equitable geographic distribution and equitable distribution to both urban and rural areas which have a high proportion of at-risk children. In addition, the Secretary is required to disseminate information concerning successful models through the National Diffusion Network.

The Community Arts Partnership Act is an education program which will provide valuable opportunities to Chapter 1 eligible schools to assist them in providing comprehensive services and programs to children who might otherwise never be exposed to local arts and cultural resources. Students will be introduced to these resources, both for their intrinsic values and as an educational tool~~s~~ to achieve progress in other areas. The needs and goals of the school and its students would be determined at the local level and the arts, cultural, and higher education communities would be invited to assist the local education agency in developing and achieving those goals.

I believe that this initiative is both timely and fitting given the work that Congress and the Administration are currently undertaking. The Improving America's Schools Act follows the framework set forth in Goals 2,000 and substantially reforms existing education programs through increased flexibility and accountability at the state and local levels. In addition, Secretary Riley recently elevated the arts to be included in the National Education Goals, believing that competency in the arts is equally important to America's students as English, mathematics, science, foreign languages, history, and geography.

In fact, national studies have shown that the arts and humanities play an invaluable role in educating our children. The arts have been shown to aid in the development of higher-order thinking skills; an increase in multi-cultural understanding; an enhanced learning environment; improved self-esteem and positive emotional responses to learning; and engagement of a variety of learning styles. In addition, children who receive instruction in the arts remain in school longer and are more successful than children who do not receive such instruction.

Unfortunately, recent budget constraints have placed tremendous burden on local and state agencies, and as a result, school arts and cultural programs are often the first to be cut or eliminated. Many states, including New York, now have a mandated arts curriculum. However, with no resources, it is often totally ignored. We certainly cannot expect our children to meet the arts standards, set forth in Goals 2,000 without encouragement and help from the federal government.

In closing, I feel very strongly that the arts and humanities must play a central role in the successful education of our nation's children. This goal should be approached from all education levels, especially at the local level where the need is greatest and where community resources may be successfully tapped. Public-private partnerships provide an indispensable and cost-effective method in the education of our children. The Community Arts Partnership Act will help facilitate these goals, while promoting progress in other areas as well.

Thank you for your time and interest. I would be more than happy to answer any questions which you may have.

STATEMENT OF TOM SELIGMAN

Thank you Chairman Pell and the Members of the Committee for asking me to appear here today. In this reauthorization of federal programs in Elementary and Secondary Education, the Congress has an unique opportunity to reprioritize our nation's resources and *invest* in our young people. The arts must be a part of this investment.

In The Getty Report, Arts Education as Catalyst, the urgency of our task is laid out. The report states that "as we approach the new century, the engagement of children in learning and the future of education reform depend upon the arts and the fostering of the creative spirit. As we stand on the threshold of the twenty-first century - - marked by the convergence of diverse cultures, rapidly changing technologies, shifting economic

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relationships and rivalries, and the increasingly visual delivery of mass information - - we need to see the future of arts education and general education as inextricably linked.

Through Goals 2000: The Educate America Act, Congress and the Administration have given us the framework to build for the future. The law includes the arts as basic subject matter in which students should demonstrate competency at grades 4, 8, and 12. New standards in arts in education have been presented to the Secretary of Education, Richard Riley and accepted by him.

Now, through this reauthorization Congress has the opportunity to provide the program tools which will allow students, their teachers, and their parents and their communities to realize success in the arts as subject matter, as creative process, and as the means through which students can achieve success in the other subjects, including science and mathematics.

Through the visual arts, dance, music and theatre our children experience much that we would like to see in all education. The arts keep alive the active exploration of young minds that ask questions like "Why?" and "What happens next?" and "How do you do that?" instead of "Will this be on the test?"

The arts are critical to education on several different levels:

- As subject matter which reveal the complexity and diversity of our culture.

- As a tool to engage students in learning in all other subject matters.

- As motivator to inspire students toward careers in the arts, as well as a lifetime appreciation of the arts.

- As a language that binds communities together, joining schools with cultural organizations and contributing to the creative life of the whole community.

As a museum professional, I am aware that our cultural institutions have a tremendous role as well as a responsibility to take part in education reform. These institutions are rich with effective programs and staff who are committed to children and schools. I would like to tell you about several programs at The Fine Arts Museums of San Francisco to illustrate the value of the arts in education and partnerships between cultural organizations and schools.

The Museum Ambassadors develops the skills of young people to act as explainers for other students who are visiting the museum. The program employs a diverse group of high school students who have been identified by teachers as at-risk of dropping out of school. They are trained for 6 - 8 weeks about the art they will be explaining and about art history. Then, for three semesters, the fall, winter and summer, they work with younger children who visit the museum for one or two sessions. I remember one group in particular that focused on Winslow Homers' Civil War paintings. The Ambassadors learned about the history of the Civil War and the importance of these watercolors in an era when photography was not available. At that time, most of the images that told the story of the War were artists' renderings. The Ambassadors set up a Civil War correspondence tent for the youngmuseum visitors. The children wrote letters from the battlefront and made watercolor paintings.

The value of this program, especially for the Ambassadors, is incredible. They gain skills in public speaking, teaching, art and history. Many of these students continue to make the museum a part of their lives as interns and docents for years to come. In fact, the current assistant director of the Museum's education department was once a Museum Ambassador. And in February, a panel of Museum Ambassadors addressed a museum/school conference to talk about their vision for the future of the museum.

Another model program that illustrates the effectiveness of using the arts to engage children in learning is Poets in the Galleries. Each year a carefully selected poet, with a background in art, is hired by the museum to give poetry workshops for children. Children are selected through the museums relationship with school districts in the economically and culturally diverse neighborhoods throughout the city. The children learn about the common values of art and poetry like rhythm, patterns, color and description. Objects in the collection are used to spark the creative spirit and the children write their own poetry.

I'd like to share with you one such [illegible] by a 5th grade stud [illegible]

The results are wonderful. Teachers have been stunned when a child who seemed to have no interest in writing creates a poem in which he takes great pride. I have one example here. This poem was created by a fifth grade girl from San Francisco's public schools. She was inspired by one of the Museum's totem poles which depicts images of people and animals. She writes,

Each of us represent
Strength or power.
We are all part of
this totem tower,
bird, human, bears
and fish,

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We only have one
single wish.
It is to glide, swim
and run with glee
so our wish is to
just be free!

I ask you to support the inclusion of the arts in education through this legislation. Give teachers, parents and cultural organizations support for arts initiatives that captivate and engage our young people in learning today and into the future.

STATEMENT OF JOSEPH S. RENZULLI

1. Structure and Governance

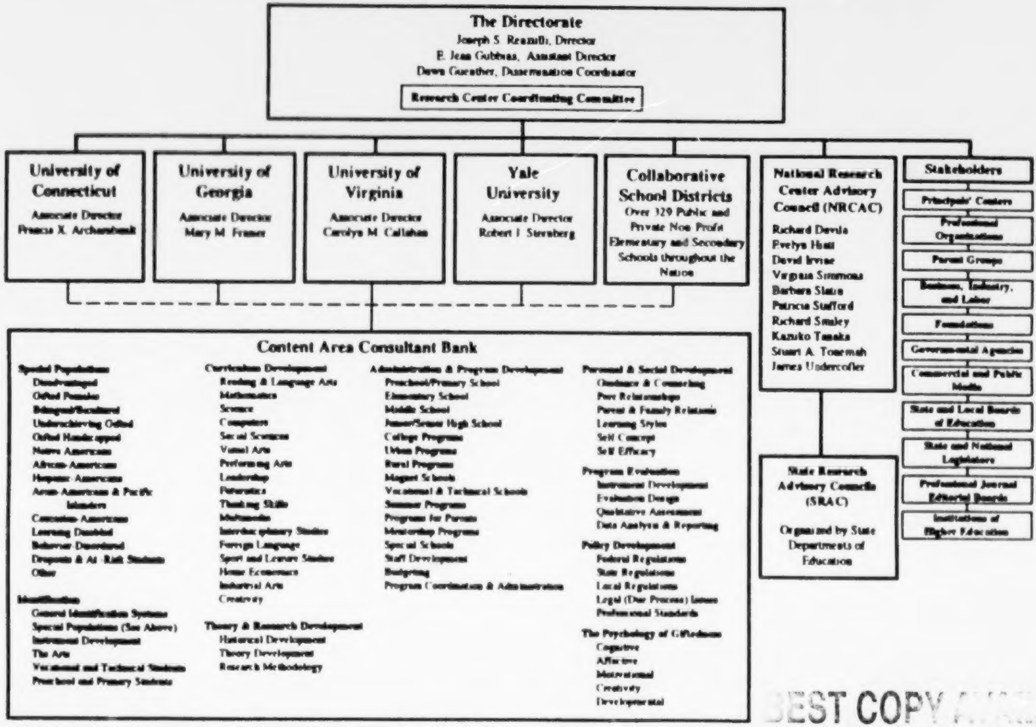
The National Research Center on the Gifted and Talented (NRC/GT) is a consortium of four universities (Connecticut, Georgia, Virginia, and Yale), 329 Collaborative School Districts, 52 state and territorial departments of education, 177 researchers at non-affiliated universities, and representatives from various stakeholder groups in business, government, and professional education associations. The NRC/GT is a five year project funded by the United States Department of Education under the Jacob K. Javits Gifted and Talented Students Education Act, a subsection of the Elementary and Secondary Education Act of 1988. The Center is administered by the Office of Educational Research and Improvement.

The Center's Advisory Council has multi-ethnic and regional representation as well as membership from school districts and agencies that include the broad range of demographic diversity that characterizes America's school population. The national advisory board is interconnected with state and territorial research advisory boards that were formed specifically to provide grass roots direction to the research activities carried out by the NRC/GT. Every state in the nation is included in our Collaborative School District network, which represents over 7,000 schools and 4.5 million students. All of the 50 state departments of education and five territorial education departments are included in the research decision-making process that guides our work. This broad-based involvement is made possible through local representation on state councils and state/regional representation on the national advisory council. Figure 1 on the following page depicts the structural relationship of the Center's several components.

2. Mission

The mission of The National Research Center on the Gifted and Talented is to plan and conduct theory-driven quantitative and qualitative research that is problem-based, practice-relevant, and consumer-oriented. Our mission includes a broad-based dissemination function, and the formation of a nationwide cooperative of researchers, practitioners, policy makers, and other persons and groups that have a stake in developing the performance and potential of young people from preschool through postsecondary levels. The Center's emphasis is to identify the research needs of economically disadvantaged youth, individuals of limited English proficiency, individuals with handicaps, and other special populations that traditionally have been underserved in programs for gifted and talented students. The Center also serves as a vehicle for providing the kinds of intellectual leadership necessary for the further stimulation, advancement and improvement of theory, research and practice about high achieving

Figure 1. The National Research Center on the Gifted and Talented



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students. In this regard, the Center acts as an integrated forum for scholars to come together and to pool their resources. Moreover, it serves as a focal point for contributions from, and output to, theorists and researchers in cognate fields, in order to enhance communication and interchange between scholars in multiple disciplines whose interests relate to giftedness. Although research and scholarship are the primary mission of the Center, our orientation is clearly one of translating research findings into practical products that serve the educational community of practitioners and that hold promise of improving classroom practice.

3. Theoretical Orientation

The work of the Center is guided by emerging research about the broadened conception of human potential and the need to develop "high-end learning" opportunities for all of America's students. Traditional conceptions of giftedness, which focused almost entirely on persons who earned high scores on cognitive ability tests, systematically excluded vast numbers of young people whose potential talents were not easily assessed through standard performance measures. The collective deficits of young people from economically disadvantaged backgrounds have caused large numbers of these youngsters to perform poorly on traditional tests. Poor test performance has, in turn, resulted in severe underrepresentation of at-risk students in programs and services designed to challenge the highest levels of learning and creativity. These services, which focus on high expectations, greater engagement with subject matter, and accelerated learning for all students, should be an integral part of *every* school's overall program. Without such an orientation, it is unlikely that our nation can provide a new direction for large numbers of schools that have become massive warehouses of underachievement, unfulfilled expectations, and broken dreams. We believe that the nation's largest reservoir of untapped talent can be found among the vast numbers of young people who, by reason of economic circumstances and all of the problems that surround poverty in America, have not been given equal opportunity and encouragement to develop their potentials to the fullest. Accordingly, our orientation and related research has been one of applying the strategies of high-end learning to total school improvement and to focus our research on developing gifts and talents in young people based on a broad array of both traditional and emerging indicators of potential for high performance. This orientation is consistent with the Department of Education's *National Excellence* report. A summary of the orientation that guides our work is presented in a brief paper that appears as Appendix A of this document.

4. A Progress Report of the Center's Work

To date the NRC/GT has completed or is in the process of completing 20 research studies that focus on priorities set forth in the Javits Act and direction provided by a national needs assessment study that was conducted to establish a research agenda within Javits Act priorities. Over 5,000 educators at all levels of involvement and representatives from stakeholders groups provided input into the direction of present and future studies.

Each completed research study "begins life" as a technical report that includes the full range of methodological considerations and research findings necessary to ensure that the study can undergo the scrutiny of the scientific community. Perhaps the best way to report how this process is carried out is to present a scenario of one of the product development activities. The Curriculum Compacting Study[1] carried out at The University of Connecticut Research Site resulted in a lengthy research monograph. Information from this monograph was used to prepare several articles for professional journals that are targeted for the research community. Although practitioners and practical applications are a particular focus of the NRC/GT, we believe that targeting research journals as one category of deliverable achieves the twofold purpose of sharing information with other members of the research community, and providing a quality control mechanism for our studies. By subjecting our research to external scrutiny by review panels of professional research journals, we avoid the obvious dangers of only producing products on the office photocopier, and we help to ensure the highest standards of research design and methodology.

But practitioners are indeed the primary "end-user" audience for information produced by our Center, and in the case of the Curriculum Compacting Study, our goal was to convey information about both the need for compacting (eliminating or streamlining the mastered curriculum), and the specific procedures involved in the curriculum modification process. Accordingly, six additional types of products have been developed that will bring information about compacting to the full range of educators. First, three types of articles were prepared. One article was targeted for administrators because of the key role they play in implementing compacting within a school or district. A second article was targeted for classroom teachers, and included both a rationale underlying the need for compacting and the how-to information necessary to carry out the process. A third article is targeted on local and state school board members. All articles included references to other types of products, which consist of a fourth product, which is a teacher's guidebook and a video training tape.

The fifth product was a national staff development training program that was broadcast via interactive satellite transmission. In an effort to gain more parent support and involvement, a sixth type of product consists of brief articles written in layman's terms by free-lance writers. These articles are targeted to popular magazines, Sunday supplements, and local and national news media. The articles include procedures through which parents can obtain follow-up information about working directly with their children and cooperatively with their children's schools.

A second category of products developed by the Center is the *Research-Based Decision Making Series*. These products are initiated by the Directorate as a result of input from researchers at the participating universities, the Consultant Bank, and the advisory councils. Topic selection is guided by the results of the Needs Assessment Study, and products are primarily designed to provide practitioners with guidance about effective practices that draw upon the best available research in connection with a particular topic. Persons invited to prepare papers in this series are selected on the basis of demonstrated scholarly accomplishment on the topic, and a past history of practitioner-oriented writing style. Each contributor is asked to provide a brief but strong research rationale, followed by tactical and feasible advice for practitioners, parents, or decision makers. Each completed paper is reviewed by at least three reviewers who are drawn from Center staff members, advisory council members, and members of the Consultant Bank who have specialized expertise in the topic area. Following revision by the author(s), the paper is prepared in three different forms. A full length paper, an executive summary, and a one page "briefing sheet" are prepared for distribution through the dissemination process that will be described in the following section. Each of these three formats cross references one another so that interested persons can obtain increasingly detailed presentations about the topic or more streamlined presentations that might be appropriate for particular audiences or situations.

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[1] Curriculum Compacting is a systematic process that allows teachers to accelerate learning by eliminating unnecessary practice of already mastered skills, and replacing repetitious practice with more advanced learning activities

Appendix B presents a summary of products to date that have been published by the NRC/GT, and products produced in collaboration with researchers that comprise the Content Area Consultant Bank.

5. Nationwide Dissemination Activities

One of the most exciting aspects of the Center's work has been the ability to disseminate our products to a wide variety of audiences. Our audiences have ranged from teachers, parents, administrators, and legislators to other researchers. Our dissemination model is based on the following five considerations that have been gleaned from the literature:

1. Audience targeting - dissemination messages are directed toward specific audiences.
2. Frequency of exposure - maximally effective messages are repeated periodically and directed to audiences through alternative communication channels.
3. Modes of communication - dissemination activities are balanced to include a full range of media.
4. Spreadability - dissemination messages are distributed to organizations that will redistribute them to their constituents.
5. Professional Advertising - the techniques used by commercial advertisers are used to achieve high-impact publicity.

We essentially use a "chain letter" approach to dissemination which multiplies the number of targeted audiences. We also emphasize in all our dissemination messages that all Center products are not copyrighted, and they may be reproduced for others.

Since 1990, the Research Center has used multiple format and dissemination techniques to reach over 26 million people who have a stake in the psychology and education of high potential children and youth. These formats include technical reports, practitioners' guides, research monographs, newsletters, briefing sheets, journal and magazine articles, videotapes, computer databases and instrument repositories (see Table 1).

6. The Advantages of Critical Mass Associated With a National Research Center on the Gifted and Talented

There are several reasons why a national research center on the gifted and talented is more advantageous than separate research grants in this area of education. First and foremost, a single center in a small and specific area of study has the advantage of creating the necessary critical mass to make the most effective use of relatively limited funds. Pre-existing arrangements with 329 multiethnic and

Table 1.

Summary of the NRC/GT Products Across All Sites

As of 4/28/94

Dissemination/ Deliverables	1990-91	1991-92	1992-93	1993-94	*Total*
Presentations	89 (18,455+)	158 (21,341+)	248 (32,687+)	150 (10,842+)	**645 (83,325+)**
Press on NRC/GT	35 (336,158+)	128 (7,653,486+)	66 (4,129,361+)	102 (14,442,526+)	**331 (26,561,531+)**
Computer Databases/ Research Archives	4	15	0	1	**20**
Consumer-Oriented Guidebook	1	4	2	1	**8**
Video Training Materials	3	1	1	0	**5**
Instruments/Instrument Repositories	15	3	1	0	**19**
Briefs/Abstracts/ Annotated Bibliographies	4	1	3	0	**8**
Classification Matrices	2	1	0	0	**3**
Journal Articles/ Magazine Articles/ Books/Papers	32	67	97	48	**244**
Total	**185 (354,613+)**	**378 (7,674,827+)**	**418 (4,162,048+)**	**302 (14,453,368+)**	**1283 (26,644,856+)**

Note: Numbers in parentheses are an audience estimate, all others are frequencies.

demographically diverse school districts throughout the nation allow easy access for research studies in thousands of schools and classrooms across the nation. A commitment from the chief school officers in these districts, and the designation of contact persons at district and school levels, shortens the amount of time and minimizes the costs necessary for designing and organizing individual studies. A comprehensive data base of the Collaborative School Districts' demographics allows us to search electronically through numerous factors in order to obtain maximum efficiency and representativeness in designing individual research studies. The establishment of collaborative relations with school personnel also allows us direct access to schools and classrooms; and it permits us to assess the extent of cooperation necessary for studies with varying degrees of labor intensity.

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The formation of a critical mass also comes into play in connection with the state and territorial education agencies that are a part of our network and the Content Area Consultant Bank, which includes 177 collaborative researchers at 124 universities throughout the U. S. and Canada. Access to researchers who have already made a commitment to assist the Center for little or no expense greatly expands the repertoire of expertise at our disposal and helps to contain costs that would otherwise need to be devoted to consultants in specialized areas. Similarly, assistance from state departments of education has provided easy access to records and reports, direct participation in data gathering, and an entree into each state's dissemination network.

One of the greatest advantages of a unified research center is the economy and comprehensiveness that can be achieved in the overall dissemination process. When school districts participate in studies that are conducted by independent researchers, these districts ordinarily receive and disseminate information that is only related to individual projects. The NRC/GT, however, disseminates information about *all* research findings to *all* collaborative districts, persons, and agencies, regardless of whether on not they have participated in individual studies. Membership in the Center has created a atmosphere of ownership and involvement in a national effort, and this attitude has resulted in proactive steps to disseminate information both within members' own districts and agencies, and to other persons and agencies who can benefit from the work of the Center. The Center's products are non-copyrighted, and all recipients are encouraged to reproduce our work and disseminate it widely to their own regions and constituents.

Our Center further economizes on the dissemination process by maintaining a comprehensive data base of newsletters that represent diverse categories of professional educators. Through preexisting arrangements with newsletter editors or the governing boards of associations that sponsor newsletters, agreements have been reached to carry our product advertisements at no cost to the Center. And since all products include an announcement that encourages further reproduction and dissemination, the no-cost ads in newsletters have achieved a multiplier effect that has greatly expanded our dissemination process.

Another advantage of a unified research center is that sufficient products are being generated to justify staff positions that enhance product development and dissemination. High quality print, graphic, and video productions, and advertisements that compete with the private sector in capturing the attention of educational consumers, helps to insure that our research-based, practitioner-oriented products end up in schools and classrooms rather than gathering dust in yet another research archive. Unused products is the almost inevitable fate of funded projects that are not part of a center that has a comprehensive dissemination plan. The very existence of a national center, however, allows the NRC/GT to extend invitations to other funded and non-funded researchers to circulate information through our dissemination rationale.

7. Why Is Support for Research on Giftedness Important?

Many people view America's public education system as a failed public monopoly. Policy makers, parents, educational leaders, and the corporate and business community are expressing the lowest level of confidence in public education in our nation's history. Parents of economically disadvantaged youth have all but given up on expectations that schools can improve their children's future, and they have grown weary and suspicious of endless rhetoric and flavor-of-the-month reform initiatives that devour more and more of our limited dollars without producing any noticeable results. It doesn't take a rocket scientist, or even a person who knows little more than elementary arithmetic, to realize that the billions of federal and state dollars spent on remedial and compensatory education models have not produced achievement gains of any significance.

Lack of confidence in public education is also being expressed by middle class parents who have watched the slow but steady decline of SAT scores at the top-end of the achievement continuum. In an article entitled "The Other Crisis in Our Schools," Daniel Singal has documented the effects of what happens when our brightest students get a "dumbed-down" education.[2] "For the first time in the history of our country, the educational skills of one generation will not surpass, will not equal, will not even approach those of their parents. This failure will bring a lower sense of professional fulfillment for our youngsters as they pursue their careers, and will hamper their ability to stay competitive with European and Asian countries." The middle class has become so disaffected with the quality of public education, that for the first time in history, they are asking for *public* funds to pursue private educational alternatives.

The general dissatisfaction with public education has overshadowed the small but longstanding islands of excellence that we should be using as compass points to improve our schools. Programs for gifted and talented students have clearly demonstrated what is the very best in American educational practices. It is, for example, no accident that a half dozen urban schools in New York City have, for more than 50 years, produced an unprecedent number of Westinghouse Science Talent Search finalists, and that many of these persons went on to achieve Nobel Prizes and other major honors for remarkable accomplishments. These schools, along with numerous other special programs and projects, have used models for high-end learning that are purposefully designed to create high expectations, intense engagement with subject matter, and the use of methodological skills that approximate the work of practicing professionals. It is the pedagogy of these schools and programs, rather than the failed pedagogy of compensatory education models, that should be the focus of research and development designed to improve our nation's schools. In other words, we should be using the *most* successful examples of effective schooling to show us the way toward an improved system of public education.

This approach to developing high performance is precisely the reason why a research center such as the NRC/GT is a necessary part of the nation's school improvement initiative. Researchers and program developers working in gifted education have the kinds of expertise in high-end learning that can contribute significantly to this initiative. Using this expertise and successful practices as guides is the only common sense way that we can begin the long process of charting a new direction for America's education system. The work of the NRC/GT has focused on examining alternative procedures for identifying talent potential in all students, and examining how a pedagogy based on high-end learning can be used as a vehicle for developing high levels of performance in larger and larger numbers of young people.

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[2] *The Atlantic* (November, 1991) and *Reader's Digest* (April, 1992)

Dr. Leon Lederman, the Nobel Prize winning physicist, recently said, "Once upon a time, American science sheltered an Einstein, went to the Moon, and gave the world the laser, electronic computer, nylons, television, and the cure for Polio. Today we are in the process, albeit unwittingly, of abandoning this leadership role." Every school and classroom in this country has in it young people who are capable of continuing this remarkable tradition. But the tradition will not survive without a national resolve to invest in all of our young people who possess the highest potential for advanced level learning, creative problem solving, and the motivation to pursue rigorous and rewarding work. As the United Negro College Fund aptly puts it, a mind is a terrible thing to waste. It's time to recognize that we have been wasting far too many good ones.

[Additional material is retained in the files of the committee.]

STATEMENT OF CHARLES N. QUIGLEY

During FY 94, under the authority of the Elementary and Secondary Education Act, Congress provided an appropriation of $4.463 million to the Department of Education to support the national program in civic education entitled **We the People... The Citizen and the Constitution**. By doing so, Congress continued and expanded the program it had created and supported for six years initially under the auspices of the Commission on the Bicentennial of the United States Constitution chaired by former Chief Justice Warren E. Burger.

We are pleased that the House of Representatives has reauthorized this program in the provision for Civic Education contained in H.R. 6. We are also pleased at support provided by the Senate for the continuation of this program as expressed in S.881 coauthored by Senators Dodd and Hatfield joined by over 50 original cosponsors. We respectfully request that the Subcommittee on Education, Arts, and the Humanities include this program in its reauthorization of the Elementary and Secondary Education Act. The following information is provided to support this request.

Major characteristics of the program

Relation to national education goals

We the People... is the most extensive program funded by the Department of Education (ED) that directly supports the attainment of the National Education Goal on citizenship, Goal III. It promotes student attainment of challenging content standards in civics and government related to this goal currently being developed under separate funding from ED by the Center for Civic Education.

Studies reveal the effectiveness of civic education and its current neglect

The neglect of formal instruction in civics and government was recently highlighted by a review of the distribution of courses in the 1992-93 social studies programs of 47 states conducted by the National Center for History in the Schools at the University of California at Los Angeles. The survey revealed the following percentages of courses offering instruction in civics and government of the total course offerings in social studies:

Kindergarten to 4th grade = 0.4%
Grades 5-8 = 6.9%
Grades 9-12 = 14.0%

This neglect of civic education is particularly unfortunate in the light of its historic role as a principal goal of education in the United States and of research findings such as the following which reveal its potential.

Dr. Richard Brody, Professor, Department of Political Science at Stanford University summarizes the results of a recent study of secondary education and its effects on beliefs, attitudes, and values essential to a functioning democracy. The study revealed that

- Students using the **We the People...** curriculum are more supportive of American political values than are students in other courses in civics, government, and American history.
- The **We the People...** curriculum promotes political tolerance by increasing self-confidence, reducing political conformity, and by teaching students that political ideas can be challenged without being deprecated.
- Students in high school civics, government, and American history courses, more than Americans at large, are generally supportive of the constitutional rights and civil liberties of dissenting individuals and groups.

Earlier studies noted below have shown that students participating in the **We the People...** program outperform other students on tests of their knowledge of the fundamental principles and values of American constitutional democracy. All of these studies make a strong case for the support by Congress and the administration for increased attention to education in civics and government in general and for the **We the People...** program in particular.

Extent of participation

The **We the People...** program is the most extensive program in the United States devoted to educating young people about their rights and responsibilities as citizens under the Constitution and Bill of Rights. The program has the capacity to reach every elementary and secondary school student in public and private schools across the nation.

During its first six academic years, the program has involved an estimated 16 million students in 22,000 schools in an in-depth study of the Constitution and Bill of Rights. This year the offices of 393 U.S. Representatives and 95 U.S. Senators have participated in the program by assisting in the training of students and teachers, attending and presenting awards at competitions, and/or signing and presenting certificates of achievement to students. Hundreds of businesses and professional and community organizations also have provided their assistance in the implementation of the program in communities throughout the nation.

The curriculum

The Center for Civic Education developed the **We the People...** curriculum in consultation with a nonpartisan group of leading scholars and educators. It complements the regular school curriculum and is designed for a wide range of achievement levels. As a part of the program, classes have the opportunity to participate in simulated congressional hearings on the history and contemporary application of the Constitution in either a competitive or noncompetitive setting. External evaluations such as the study by Richard Brody noted above have revealed that these hearings are unusually successful in motivating students and enhancing learning.

The **We the People...** curricular materials provide students with a course of instruction on the historical development of the U.S. Constitution and the basic principles of constitutional democracy. It is designed to foster civic competence and civic responsibility through the development of

- an understanding of the Constitution and Bill of Rights and the fundamental principles and values they embody.
- an understanding of the rights and responsibilities of citizens in our constitutional democracy.

The **We the People...** curriculum examines the following topics, at levels appropriate for students from upper elementary grades through high school:

- **Political philosophy.** The basic philosophical ideas that influenced the development of the Declaration of Independence, the Constitution, and the Bill of Rights.
- **History and experience.** The evolution of constitutional government and the historical experiences that influenced the development of the Declaration of Independence, the Constitution, and the Bill of Rights.

- **Writing the Constitution.** The principal issues and debates of the Philadelphia Convention and the struggle between the Federalists and Anti-Federalists over ratification.
- **Establishing the government.** The organization of the new government and the development of judicial review.
- **Protection of basic rights.** The protection of freedom of religion, freedom of expression, due process of law, equal protection of the laws, and the right to vote.
- **Responsibilities of citizenship.** The role of the citizen in our constitutional democracy and the rights and responsibilities of citizenship.

The **We the People...** curriculum is available at three instructional levels for upper elementary, middle, and high schools. At each level, varied teaching strategies encourage student participation and involvement.

Students complete the curriculum by taking a test on the history and principles of the Constitution and Bill of Rights. Students who successfully pass the test receive award certificates, signed by their member of Congress or another prominent official.

Each year free sets of the curricular materials are available to each congressional district. Each set includes all the materials required to implement the curriculum in the classroom such as student texts, tests, a teacher's guide, and instructions for conducting noncompetitive and competitive hearings.

Results of independent evaluations

Independent studies by Educational Testing Service (ETS) have revealed that students enrolled in the **We the People...** program at upper elementary, middle, and high school levels "significantly outperformed comparison students on every topic of the tests taken." Based on the superior performance of students at all levels, the ETS report characterized the **We the People...** program, as a "great instructional success" and concluded that the "program achieved its major instructional goal of increasing students' knowledge of the Constitution and Bill of Rights."

Even more impressive were the findings of a subsequent test in which ETS compared scores of a random sample of 900 high school students who studied **We the People...** with 280 sophomores and juniors in political science courses at a major university. The high school students outperformed the university students in every topic area and on almost every test item. The greatest difference was in the area of political philosophy where the participating high school students scored 14% higher than the university students.

In a study conducted in Clark County Schools in Nevada, 80% of seniors participating in the program registered to vote compared with the school average of 37%.

Finally, the results of a study supported by the Office of Technology Assessment and conducted by the Council for Basic Education confirmed the effectiveness of the program in goal attainment and potential use as a model for assessing higher levels of student learning. In her book based on that study, *Testing for Learning*, the author and principal investigator, Dr. Ruth Mitchell, states:

> The competition and the preparation for it have lasting effects on the students' learning. Teachers assert that the knowledge learned from the curriculum and the competition is drawn on all year. One teacher responded when asked if her students quickly forget the material once the competition is over, 'Oh no, it becomes a background for the Advanced Placement U.S. history class. Over and over again they refer back to such concepts as civic virtue or right to revolution in order to explain and put in context certain historical and modern events.'
>
> The competition has enormous potential as a model for the evaluation of history/social studies and government classes. It is the most imaginative and well-organized social studies assessment I know of—more impressive than current ideas at the state level.

International impact

The success of the program has led to interest in its use as a model for civic education in other nations, especially in emerging democracies of the former Soviet bloc. For example, the Republic of Georgia has translated the high school text into the Georgian language for use in high schools and adult education. The high school text is being used in Poland, Slovakia, and the Czech Republic in classes that are training English teachers in order to provide them simultaneously with background in the fundamental principles, values, and institutions of constitutional democracy as developed in the United States. Professors of political science and educators affiliated with the Federal Center for Political Education of the Federal Republic of Germany are exploring the possibility of developing a program for German youth based on the **We the People...** model.

Organizational support

Support for the national implementation of the program has been received from such prominent national groups as the American Association of School Administrators, American Federation of Teachers, American Lawyers Auxiliary, Association for Supervision and Curriculum Development, Council for American Private Education, Council of Chief State School Officers, Council of the Great City Schools, General Federation of Women's Clubs, Mexican American Legal Defense and Education Fund, National Association for the Advancement of Colored People, National Association of Attorneys General, National Association of Counties, National Association of Elementary School Principals, National Association of Secondary School Principals, National Association of Towns and Townships, National Catholic Education Association, National Conference of State Legislators, National Council for the Social Studies, National Education Association, National PTA, National School Boards Association, National School Public Relations Association, Optimist International, and the United States Chamber of Commerce.

Conclusion

We Americans typically have the same feelings of respect for our Constitution and Bill of Rights that we have for other symbols of our free society such as the Declaration of Independence, the Statue of Liberty, and the flag. Our feelings of attachment to these symbols is so strong that others have sometimes accused us of making a secular religion of the Constitution and Bill of Rights.

We may venerate these documents, but all too many of us do not understand them. Moreover, there is evidence that many of us do not support some of the most important provisions of the Constitution and Bill of Rights and the principles and values underlying them.

A recent poll of Americans' understanding of the Constitution was summarized as indicating that, "Americans today have a confused understanding of the Constitution's basic tenets and provisions." Almost half of the respondents thought that an excerpt from the Communist Manifesto was a provision of the Constitution. This is reminiscent of a poll taken about a decade ago in which a number of respondents, presented with the Bill of Rights in contemporary language, thought it was a Communist document.

The need to develop among our youth an understanding of the fundamental principles and values of our constitutional democracy is well documented. And, it is a continuing need as each generation of students must be trained to fulfill their responsibilities as citizens. The importance of developing such a level of understanding and commitment was noted eloquently by Judge Learned Hand in an article on liberty, published in the Yale Alumni Magazine on June 6, 1941.

> I often wonder whether we do not rest our hopes too much upon constitutions, upon laws, and upon courts. These are false hopes; believe me, these are false hopes. Liberty lies in the hearts of men and women, when it dies there, no constitution, no law, no court can save it; no constitution, no court, no law can even do much to help it. While it lives there it needs no constitution, no law, no court to save it....

Our experience in developing programs on the Constitution and Bill of Rights for elementary and secondary schools during the past thirty years and, in particular, our experience in the development and implementation of this program convinces us of its capacity to foster among our youth an understanding of these documents that will promote in our citizens a reasoned commitment to constitutional principles and values and to the preservation and improvement of our free society.

The Center would like once again to express its appreciation to this committee and the Congress for their support of this program. We are aware of the responsibilities that accompany this trust and are dedicated to their exemplary fulfillment. We hope you will find that the merits of the program and the importance of the national educational needs it addresses justify its continuation.

STATEMENT OF RUTH GRAVES

Reading Is Fundamental (RIF) appreciates the opportunity to offer recommendations on the **Inexpensive Book Distribution Program (IBDP)**, the National Activities section of the ESEA reauthorization bill. RIF operates the Book Program under contract to the Department of Education.

Reading Is Fundamental recommends:

- **That the Inexpensive Book Distribution Program be reauthorized.**
- **That its present language and matching requirements be essentially retained except for two changes to update and clarify:**
  - That the mandated floor be retained and at the level of $10.3 million, the amount of the FY '94 appropriation.
  - That the language concerning eligible program recipients be changed to enable the program to serve children of all ages, up through high school age. (At present, the program can only serve children ages 3 and above).

RIF would also like to recommend a few technical wording changes to the Administration's proposal and will work directly with Senator's offices regarding incorporating these proposal changes into the reauthorization.

RIF RECOMMENDS REAUTHORIZATION OF THE INEXPENSIVE BOOK DISTRIBUTION PROGRAM—A PROGRAM THAT WORKS

Each year, yet another study finds that our children are not reading enough and that they are not reading well enough. This year is no exception. The recent Nation's Reading Report Card presents troubling findings that our children's reading skills simply are not good enough. Echoing the theme of a decade of reading studies, it reports that students with the best reading skills—across all age groups and grade levels—are those who read frequently for pleasure and have ready access to books.

If our children are to read well enough for life in the 21st century, they must choose to read and read often; to do so, they must have access to books. Within this straightforward message there lies a challenge. It is the challenge the Book Program works to meet.

The Book Program is a pioneering program—one that Congress had the foresight to create long before the studies focused on book access and pleasure reading as crucial factors to children's long-term reading success.

It is the only nationwide effort that actually gets books to children on a massive scale and gets them to read often and well. Reports from the field verify that young participants in the Book Program:

- Read more frequently;
- Increase their reading abilities;

- Use the library more;
- Enjoy increased parent involvement in their educations;
- Benefit from improved attitudes toward reading and learning.

Government and private studies have documented that these outcomes of the Book Program are key ingredients in children's reading and learning success.

Every year, the Book Program is at work in every one of the 50 States, as well as the District of Columbia, Puerto Rico, the U. S. Virgin Islands and Guam. Through its grassroots network, operating in some 15,000 locations, the Book Program is bringing books and a love of reading into the homes, hearts, and habits of children in communities across the nation.

Every year, the Book Program reaches about three million children, last year making it possible for them to choose, take home, and keep some 10 million books.

Behind these statistics there is the larger story of real people making a real difference in the lives of children, their families, and their communities—the story of the 166,000 grassroots RIF volunteers who work side by side with children to get them reading.

We've often heard the adage that it takes a whole village to raise a child. From Corporate CEOs to Head Start mothers, from concerned teenagers to elected officials, these volunteers are bringing the village to the child, sending them the clear message that "this village wants you to grow up reading."

It is a message children hungrily absorb thanks to the attention of the caring members of the RIF village. The children are, for the most part, children on the fringes of society's mainstream. For many, life is, quite simply, a nightmare. But thanks to the Book Program and the volunteers it attracts, these children can now dare to dream of a different kind of life, one that includes lifelong learning.

For these children, who have so little, owning books becomes a special matter of pride, and reading them becomes a priority. Many of these children go on to become active members of RIF's village themselves—giving back to the community by bringing RIF to a new generation of children.

One RIF "alum" from New Jersey now volunteers numerous hours of his time traveling throughout southern California to read to children at-risk and see to it that they have books of their own.

On the other coast, a high school student from a low-income area of Florida is reading aloud and bringing books to life for children who are attending the same elementary school where he once benefited from RIF.

A young Native American woman, a participant in a high school RIF program in Arizona, now devotes herself to sharing her love of books and reading with Native American children on nearby reservations.

In Harlem, former beneficiaries of the RIF program are volunteering to bring books and activities to children in the program they once attended. In the Book Program, there are thousands of variations on these stories, countless examples of the magic that happens when the village and the child come together to read, to share stories, and to choose books.

RIF RECOMMENDS A MANDATED FLOOR OF $10.3 FOR IBDP
A HIGHLY EFFECTIVE PROGRAM THAT CARRIES A SMALL PRICE TAG

In terms of the billions of dollars spent each year on education programs alone, the Book Program is small indeed. And its impact could be easily overlooked. It is far more than a program that distributes books. In fact, the Book Program has an impact that is larger and more far-reaching than its name or budget would suggest.

Every year, the Book Program leverages about $3 in funds, goods, and services for every federal dollar invested. RIF is able to leverage such support as a result of the program's mandated floor—an indication of the program's stability.

One of the very wise things Congress did in previous authorizations was to establish this funding floor for the Book Program. As a result, the nation's corporations and foundations have been able to look to the Book Program and say, in effect, "This is a stable program. Let's sign on." Their confidence in the stability of the Book Program has been inspired, in large part, due to the secure future guaranteed by the Book Program's mandated floor.

The stable foundation of the Book Program has enabled RIF to develop partnerships and attract investments of time, money, and in-kind services. And because of the IBDP, RIF has become a respected partner to some of the nation's most prominent corporations, foundations, and service organizations, as well as those institutions most involved in children's education.

A few of the groups with whom RIF has formed partnerships to benefit families and children include: Chrysler Corporation, General Electric, the Ameritech Foundation, UGI, Inc., Kiwanis International, PTOs & PTAs, Lions Clubs, Boys & Girls Clubs, Libraries, Jaycees, Even Start, local businesses, American Express, Head Start, Rotary Clubs, and others.

These partners, and many more, invest in RIF because the RIF/Book Program is a sound and time-tested means to improve the quality of education in America. And because it is a program with a future. RIF is able to offer a program of sufficient scope and impact to merit these many broad-reaching partnerships thanks to the existence of the Book Program. As such, the Book Program is the cornerstone upon which RIF has built a national movement for children's literacy—a movement that engages people at all levels, from the corporate board room to the local PTA.

What is more, the Book Program has leveraged support for a series of complementary and stunningly successful specialized programs targeted for some of the nation's children and families most in need of special assistance. These initiatives are funded through private, non-governmental sources, leveraged by and built upon the foundation of the Book Program. They include:

- Training of Head Start parents to operate RIF projects, providing them the tools to encourage reading and language development at home.
- Programs for teen parents that both enhance the teens' reading capabilities and teach them how to bring up their children in a literacy-rich environment.
- Training for parents to take an active role in running school-based RIF programs for their children.
- Training of low-literacy level parents in adult learner programs in the variety of skills needed for operating a RIF project for their children.

All of these programs have the dual advantage of training the parents in management, budgeting, book selection, organization, and developing creative reading incentive activities while at the same time aiding them in bringing up their children as readers.

The Book Program has also been the foundation for such RIF special privately-funded programs as:

- A targeted reading challenge program for first graders as they enter school.
- Family reading rallies, workshops and training sessions, thus far attracting in excess of 100,000 participants.

- An interdisciplinary science and reading program involving upper elementary school students in hands-on science activities and book selection.
- A cross-age community service program engaging middle school students in reading-related service to younger children.
- Annual poster and at-home reading contests that provide mid-winter motivation to young readers across the country.
- Reading corners and books for both parents and children in homeless shelters.
- A series of guidance booklets, including some at low literacy levels and two in Spanish, to aid parents in their quest to get their children to read.

These targeted programs and materials are built upon the expertise, insight, and momentum gained through the Book Program. They enable RIF to provide special services to an additional 300,000 plus children and their families every year at no cost to the taxpayer. They have been developed and disseminated, and these children have been served, with funds leveraged from the private sector.

RIF RECOMMENDS THAT RECIPIENTS OF THE BOOK PROGRAM INCLUDE CHILDREN FROM INFANCY THROUGH HIGH SCHOOL

We call it a book program. But in reality, it is far more. It is a reading program, a learning program, a parent involvement program. And most important, it is a flexible education program. Unlike most education programs, the Book Program can go to children wherever they are—not just in schools, but in such places as migrant labor camps, juvenile detention centers, hospitals, homeless shelters—wherever there are children in need of the Book Program's services.

There is some question, under the present wording, whether RIF can serve children under three years of age. This has created difficulties in programs where RIF is most needed, such as those serving teen parents and their children, programs in housing projects and homeless shelters, summer programs for migrant children, hospitals, facilities for the handicapped and other locations where one finds children of all ages. In these programs, serving children who are hardest to reach and at grave risk of growing up without books and reading, there is an urgency to serving all children equally.

RIF recommends that wording be changed to identify eligible recipients of the Book Program as children up through high school age to allow RIF to serve very young children as well.

There are many reasons why young people need the Book Program. Not all are easily quantified. But one clearly documented indicator is the 14 million American children who live in poverty. It has been said that they live "outside the dream" but they must be included in our nation's goals for the future.

THE RIF/BOOK PROGRAM SUPPORTS THE NATION'S EDUCATION GOALS

The National Education Goals set an ambitious standard for the nation. The Book Program's positive impact on children's attitudes towards reading, on home involvement with books, and on reading frequency and ability supports progress towards achieving five of these National Education Goals:

★ GOAL 1: READINESS FOR SCHOOL

- Helping preschool children, many in Head Start and Even Start programs, to develop language and pre-reading skills, and a love of books.

- Training parents as first teachers.

★ GOAL 2: HIGH SCHOOL COMPLETION

- Creating better readers who are then more likely to stay in school.

★ GOAL 3: STUDENT ACHIEVEMENT & CITIZENSHIP

- Training middle and high school students to become literacy mentors to younger children.

★ GOAL 4: SCIENCE AND MATHEMATICS

- Addressing the correlation of books and reading in the home and performance in math and science.

- Involving 4th and 5th graders in a special program to combine reading, science and technology.

★ GOAL 5: ADULT LITERACY AND LIFELONG LEARNING

- Instilling a love of books and reading in millions of children who will grow up to be literate, reading adults.

- Involving low-literate adults as program volunteers and leaders.

Clearly the Book Program, as operated by Reading Is Fundamental, makes important contributions toward achieving the literacy and education goals America has set for itself. And it is doing so at very little cost to the taxpayer—only $3.23 per child last year.

In general, there is very little that $3.23 will buy today. But through the Book Program, $3.23 buys a child a more promising future.

One does not often hear the government praised for the way it spends the taxpayers' money. But the Book Program is one federally supported program with an entirely different story. It is not uncommon for us to hear people like the school administrator in Oregon. Noting that although the Book Program is only one of many programs he administered and it had the smallest budget, he said, "I strongly feel it is the best and most effective expenditure of educational funds that I have seen."

Equally positive reviews of the RIF Book Program come from other quarters. In December, *Parenting* magazine named RIF one of the nation's top 15 "charities that really help kids." And RIF was one of only ten of the 300 organizations studied to receive an A+ rating from the American Institute of Philanthropy in its Charities Rating Guide.

The RIF Book Program costs a little but it achieves a lot—far more than its price tag or its name would suggest. In fact, the Book Program brings back to the taxpayer—and the country—far more than it costs. This is what the taxpayers are getting for their dollars:

- A program that turns children into readers.

- A program that attracts widespread community and private sector support.

- A program whose results are visible, tangible, understood and wanted in communities around the country.

- A program that is accountable.

- A program with a track record of success.

The Book Program has widespread appeal. Communities understand it, see its tangible results, and want it for their children. We receive requests for information about RIF at the rate of over 1,000 per month.

But most of all, children want the program for themselves. A volunteer recently reported that she and other service providers in her family-support program were having difficulty gaining access to families in local "welfare motels." Now, as a result of RIF, they are finding that when they knock on doors, the kids are yelling, "Mom, open the door, they have books!"

Books do open doors: doors to the mind, the imagination, and the future. We thank the Congress for its wisdom in creating the Book Program, the key to a brighter future for America's children.

We respectfully recommend the reauthorization of the Inexpensive Book Distribution Program; that it be revised to allow services to children from infancy through high school; and that Congress retain the mandated floor at a level of $10.3 million. We ask the Senate to continue to make this cost-efficient and effective program available to children, families and communities—to ensure a brighter future for our children, and our nation, through the Inexpensive Book Distribution Program.

STATEMENT OF JOHN J. ERICKSON

Since its inception in 1974 in the San Francisco Bay Area, the National Writing Project has worked to improve the writing of school children by training over 1,300,000 teachers and administrators through summer institutes and year-long workshops. Last summer I was one of the 2,800 teachers who were part of an institute, and, as a thirty-year veteran of the teaching profession, I would like to tell you the impact that training has had upon me.

When I was introduced to the National Writing Project model of teacher development through the Minnesota Writing Project, I was struck by one important fact that is missing in most staff development programs. I, as a teacher, was no longer alone in facing change. The writing project model brings together teachers from grades kindergarten through college to learn together and support one another in their search for reform in the teaching of writing. I found myself surrounded by colleagues who offered support, provided new ideas, challenged my ideas, forced me to examine what I do in the classroom, and gave me the courage to change. The writing project is able to accomplish such great feats because it is built on the concept of communities of teachers teaching teachers. I see three types of communities at work in a typical writing project site:

A Community of Teachers Teaching Teachers:

First, writing projects across the country bring teachers together as a community of practitioners who share their best techniques for teaching writing. Teachers teach other teachers about what really works in their classrooms.

For example, from sixth grade teachers Anne Andersen in Stillwater and Claudine Goodrich in Mahtomedi, MN, I learned that writing isn't a series of exercises to be performed in class. They showed me that their students wrote stories, poems, and essays about their interests, not topics contrived by a teacher. They showed me that when students are given a choice about what they write, they begin to care about all of those things the exercises are supposed to teach. Students begin to care about organizing thoughts, saying things clearly and succinctly, and they even begin to care about spelling and punctuation, because these are their stories. Now my classes are organized around writing workshops where students write and confer with each other about their writing, and I act as coach and guide. I have seen my students' concern and pride in their writing grow because of the change in my approach. Thanks to Anne and Claudine and other colleagues, I was given the courage to change.

It is also gratifying for me to know that I have been able to repay my colleagues. Some of my practices have had an impact on other members of the Minnesota Writing Project. For several years I have had my students gather the stories of their community through oral histories, a project which allows students to make connections with the community, its people, and its past. This project has now been replicated by Liz Nist at Anoka Ramsey Community College, where students in her freshman composition class have collected and published stories which tell the history of Anoka and Coon Rapids.

And that is how a community of practitioners works. We influence one another, but it just doesn't stop there. The teacher down the hall wants to know what's going on in my classroom and soon is trying what I am doing. And as writing project consultants, we conduct workshops for other teachers, write and publish essays about our teaching practices, affecting untold thousands of teachers.

A Community of Scholar/Teachers:

Second, teachers in writing projects work together as a community of scholars to research the pedagogical theory behind these teaching practices. It isn't enough to simply say "this works in my classroom" without knowing the learning theory behind it. I remember when Roberta Trooien, a teacher from North Hennepin Community College, and I researched the debate concerning the value of academic writing in schools and colleges. We read the works of Peter Elbow, David Bartholomae, and Mike Rose. We debated and discussed what the experts said. We challenged one another's views, and we did what teacher/scholars are supposed to do: We made up our minds based on reading and listening to all of the arguments concerning an issue. As members of the project, we are constantly sharing books and articles and enthusiastically telling people, "You have to read this." I depend on my friends in the writing project to keep me alive intellectually.

A Community of Teacher/Writers:

Finally, writing projects bring teachers together as a community of writers. And I think it is here that the projects may have their greatest impact. For over 25 years I taught writing without ever writing myself. Then suddenly, as a result of the Minnesota Writing Project, I found myself writing poetry, fiction, and academic articles. For the first time I saw myself as a writer. I began to meet with a writing group from the project. Muriel Thompson, from Burnsville High School, and Lillian Bridwell-Bowles, from the University of Minnesota, and others critiqued my work.

When I began to see myself as a writer, I also began to see my students as "real" writers. I began to understand what they go through in the composing process. I began to understand how important it is for them to develop their own process. Now all of us, teacher and students, keep writing portfolios which document our growth as writers. Students are free to examine my portfolio at any time to read poetry, business letters, memos, and drafts of speeches. They have begun to understand that the man conducting their class uses writing daily, and that perhaps it is an important skill to develop since he values it so highly and uses it for so many purposes. I serve as a model writer for them and their portfolios serve as models for me. They are a never-ending source of amazement to me. I love to read what they write, to see inside wonderfully inventive and thoughtful minds. For the first time in 30 years of teaching the writing project model has helped me feel like a complete professional. I now practice what I teach. I have a firm grounding in the pedagogy of my discipline, and I have found confidence in knowing that there is a community of teachers who are willing to share their expertise with me.

A Cost-Effective Community:

My purpose in being here today is to ask that funding for the National Writing Project be continued. I can think of no staff development program that operates so efficiently and so economically. The training I have described costs, on average, $16 per teacher and $.34 per student. And the money that the National Writing Project has received from federal funding has been used just as efficiently to open doors for local funding. Every federal dollar generates four dollars on the local level.

A Community Committed to Reform:

There are far too many teachers in this country shut away in their classrooms, hearing the clamor for educational reform, yet not knowing where to turn for help. They need to know that their lives as teachers can be changed and uplifted by opening the doors of their classrooms and seeking the community of practitioners, scholars, and writers that the National Writing Project represents. Please, I urge you, continue the support of the National Writing Project.

STATEMENT OF STEPHEN A. JANGER

Mr. Chairman, distinguished members of this Subcommittee, my name is Stephen A. Janger and I am President of the Close Up Foundation. I want to thank you, on behalf of everyone at Close Up, for giving me the opportunity to appear at this hearing.

When Close Up is mentioned, most of you probably think, with a sigh, of kids clogging the hallways and cramming the elevators--but, Close Up is much more than that. Twenty-three years ago we ran our first program with twenty-five students; since that time, more than 370,000 participants have taken part in Close Up's Washington-based programs.

From the hearty band of twenty-five students, Close Up's core program, the Washington High School Program, which is likely to be the one you are most familiar with, has grown not only in the number of participants but in the various constituencies we have brought into our Close Up family.

From its very beginnings, Close Up was intent on offering an educational program that would reach out to every kind of student but would have a special focus on underserved or "at-risk" student populations. We are exceptionally proud of the success we have had with this outreach. We have participants from all fifty states, the District of Columbia, Puerto Rico, the Pacific Islands, from inner-city schools, rural schools, Bureau of Indian Affairs schools and Association of Community Tribal (ACT) schools, participants who are hearing-impaired, visually-impaired, orthopedically challenged, students who are recent immigrants, who are children of migrant workers. Our programs include the best and the brightest of student populations, as well as the students who are "on the edge" or "at-risk"--the program is designed to be inclusive and expansive, and we believe it is all of that and more.

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To give some context to all of this, please allow me to spend a minute telling you about our involvement with hearing- and visually-impaired and orthopedically challenged students. In 1974, we had our first hearing-impaired students take part in the program. Coincidentally, these students were from the Rhode Island School for the Deaf. They were such outstanding participants that they inspired us to do more for students with special needs. We expanded our program and since that time, nearly 4,500 hearing-impaired, visually-impaired and orthopedically challenged students from mainstream and special schools have participated in the program. Mr. Chairman, I cannot tell you how gratifying it is for me to receive a call or a letter from the parents of one of these students. These parents are so thrilled that their child has been given the opportunity to participate in a program, with other high school students, that focuses on them as important, responsible, necessary contributors in the democratic process.

It would be easier for me to talk about Close Up if I could present the Subcommittee with a standard or usual profile of a Close Up student. Fortunately, it is not possible; and I believe this is another of the very unique features that makes Close Up so special. We take all of these students from all over the country, from every race and ethnicity, from the entire range of the socio-economic spectrum and we mix them all together. At the start of the week, you have students warily eyeing each other and by the end of their week together they are hugging and crying their good-byes and promising to write and stay friends forever. What they have learned, in addition to their curriculum, is that regardless of how different they are, they are all part of the whole fabric of America's great democracy.

What we at Close Up are trying to accomplish is often best said by the participants. I would like to read a few excerpts from only a couple of the thousands of letters we receive from students. The first is from Brooke Nelson from Como Park High School in St. Paul, Minnesota. She writes,

> "In one week I learned so much about government, history and friendship that I know it has left an indelible mark on my outlook. From now on I won't be reading the newspaper for just the comics; I'll be reading it because I want to learn about what's going on in the United States. I won't think of the capital (sic) as a place where a bunch of strangers are sitting around deciding the fate of my country, I'll know that in two years I can decide who will represent me."

The second is from Philip Tecata of Northern California. He wrote,

> "The ability to think, form your own opinion and the chance to ACT is the idealistic premise that Close Up feeds off of and this premise is what creates the leaders of tomorrow. I will be graduating this school year and will leave everything at home as I go to college but I will never leave my trip to Washington at home; it will be with me forever."

Of course, underpinning all of this are the Ellender Fellowships; the principal tool that makes all of this possible. We hear all the time from students and teachers about the importance and necessity of the fellowships. One teacher wrote to tell us that without the fellowships most of her students would not be able to participate because most of the families could not afford the fifty dollar deposit. Each year there are heart wrenching requests for money and heartfelt thank you's, like the one from a student in Miami, Florida who wrote,

> "Ever since eighth grade I had wanted to go on Close Up, but I knew that my family would never be able to afford it. This year's Close Up trip came at a time when my parents were behind two months on their payments and my father's job was in jeopardy.
>
> If it wasn't for the Close Up fellowship, I would never have been able to partake in this memorable experience. My parents and I are Cuban immigrants, and for us it's difficult to get

> through the month, let alone dig up a thousand dollars for a trip that I can do without. With this reality in mind, it is nice to know that there are people such as yourself that are concerned about hard working students that lack the funds to back up their hopes and aspirations. Once again, I want to thank you for making my trip possible. I only hope that in the future you continue to help those financially underpriveleged (sic) students accomplish their otherwise unattainable goals."

The need for fellowships for both students and teachers is well stated in a letter from a teacher in Oakland Technical High School in Oakland, California, an inner city public school. She wrote in part that,

> "...[The Close Up program] is an incredible and essential experience for students from inner city schools; they are the ones who need to learn about the reality that they can be participants in a democracy. The experience makes them aware that they can be a part of our government, that they have a right and obligation to question our legislators and President."

With regard to the teacher program, she wrote,

> "Finally, as a teacher, I want to thank you for providing so many wonderful educational experiences for me; the expert speakers, special tours, and opportunities to speak to educators from other regions of the nation have provided professional growth that can be gained nowhere else. I am especially thankful for the great esteem in which Close Up holds teachers. My own school district seldom provides the accolades that Close Up does. I and my students are so fortunate to be a part of the Close Up Program."

As most people are not aware of the diversity of our student population, most people also are not aware of our teacher program. While people know that teachers participate, they do not realize that while their students are here the teachers are going through a separate educational teacher program that runs concurrently with the student program.

We believe that the teacher is the critical element to reaching students and expanding the impact of the Ellender Fellowships. The teacher who participates in the Close Up program takes part in a professional development program that provides not only an academic supplement but an opportunity for interaction and exchanges of teaching techniques with peers from all over the country. We have found over the years that this program not only expands the teachers' knowledge but serves to enhance self-esteem and rejuvenate the teacher.

Close Up's teacher program has been described by numerous educators as a "burnout eradicator." One of our teachers from River Forest, Illinois wrote, "The Close Up trip is like a shot in the arm. I return home with new ideas to bring to my classroom and with a new sense of the importance and value of educating our youth." Another teacher in a School for the Deaf in Ewing, New Jersey wrote, "The professional growth is incredible. Updating and comparing programs with other Schools for the Deaf was wonderful. Discussions regarding teaching techniques and materials have already had their effect in my classroom. My students have noticed a new (renewed) enthusiasm in my teaching." As these revived and renewed teachers return to their schools, they share their experiences and knowledge with all of their students not just those who were able to go to Washington on the Close Up program. When you consider the average high school teacher instructs approximately 125 students a year, any funds spent on fellowships for teachers has an automatic multiplier effect, practical in content and substantial in numbers.

Another critical role Close Up teachers play is to ensure that schools, and therefore students, which might be considered "at-risk" or might not have the opportunity to participate in programs like Close Up do get a chance to take part. This is one area where having a teacher fellowship available may be the only way students from inner-city or remote, rural schools can participate. Because Close Up works through the school and does not do direct mail marketing, we rely on the teacher to work with the students to prepare them for their Close Up program, to identify the students who are most in need of fellowship assistance and to help all of the students in their fundraising activities. Without teacher fellowships, it is unlikely that teachers can find the resources necessary to take part in the program. As you can see, if there is no teacher there is unlikely to be a program in the schools which are exactly the type of school on which all of us, I believe, want to focus our efforts.

So--the teacher is unique in Close Up's program for at least two reasons. The first is the unique role the teacher plays in ensuring the program reaches the students in the schools that need it the most. The second is that Close Up's teacher program provides the best professional supplement for enriching, rejuvenating and renewing classroom teachers that most teachers have found.

Once again, like our students, our teachers say it best. If you will indulge me, I will read one excerpt each from two different letters and attach both letters in their entirety to my written statement. The first excerpt is from a teacher in Oklahoma who works with many American Indian students. She wrote,

> "Close Up students develop an appreciation of the strength and soundness of our government, and the commitment of our political leaders to our democratic ideals. In turn, Close Up students keep themselves informed and work in local and state politics. They are making a difference!"

The second excerpt is from a teacher in a school in Hawaii for troubled youth. She wrote,

> "...our students are a group who have had severe problems with school and societal alienation. Many come from marginal and dysfunctional homes lacking traditional family support networks.... As a result of their participation in this program, each student has demonstrated a new maturity, a new confidence, and a deeper interest in the positive values of life. For many, this experience has served as a catalyst to encourage them to seek even more self-improvement."

The contribution from the Close Up teacher does not end in the classroom. Many of these teachers return home and expand the civic education experience by conducting Close Up Local Programs. Local Programs are our community-based civic education activities. They have included everything from programs in New Hanover and Pitt counties in North Carolina that focus on county government issues to seven-day residential programs that examine state government issues in Alaska. One year, the Alaska Local Program included participation by students in a nationally televised discussion of issues on C-SPAN. Each year there are approximately 180 local programs involving more than 75,000 participants, and, these participants include the full range of citizens in the community--students, educators, parents, older Americans, just about everyone.

All of these local programs, all of these activities are for the most part teacher generated; and, they are all at no additional cost to the federal government.

Close Up's outreach into the community does not end with Local Programs. In 1985, Close Up began the Citizen Bee. It is a national civic education program and academic competition designed to encourage high school students to increase their understanding of government, history, geography, economics, and current events. Since it began, more than 436,000 students have participated at the various levels of competition--local, state, regional and national finals. Once again, all of this activity is an outgrowth of the Ellender Fellowships and many of the teachers who received them. The enthusiastic teacher works with the students, coaches them and often helps organize the competitions involved with the Citizen Bee.

One of our other programs we are very proud of is the Civic Achievement Award Program (CAAP). In 1987, the Foundation created CAAP as a way to reach the previously underserved students in the fifth through eighth grades. The classroom-based program was designed to expand students' knowledge, skills and understanding of democracy and citizenship. Originally, when the program was established, it was funded by Congress. After two years, however, a private, corporate funding source became the sole sponsor. During the last seven years, we estimate that CAAP has reached more than two and a half million students. And again, aside from funds for the pilot program and national field test years, millions of middle school students have been reached by CAAP without any federal expenditure.

While CAAP and the other outreach programs did not cost the federal government any money, we are aware that none of this would have been possible without the Ellender Fellowships. The Ellender Fellowships enabled students to participate, as well as teachers and others. Ellender Fellowships gave teachers the self-esteem to return to the community and organize local programs or Citizen Bee competitions. Ellender Fellowships gave Close Up the credibility and stability to attract private funding for the CAAP so that millions of students could benefit. So that while Close Up has been successful in filling the void of various civic education needs and multiplying the impact of the Ellender Fellowships, without the fellowships tens of thousands of students, educators and citizens would not have benefited from increased citizenship education activities emanating from the initial seed element and exposure created by the Ellender Fellowships.

As I mentioned earlier, often our students and teachers say it best. There is, however, another group that attests to the mission of Close Up and they are our alumni. We do not keep a close tracking record of the future endeavors of our participants, but several of them have sought us out to give us credit. Two of these former participants are two of the youngest female state legislators in the country.

Betty Sutton of Barberton, Ohio participated in the Close Up program in 1979. She attended Kent State University and the Univeristy of Akron Law School and was graduated in 1990. In 1991, she was admitted to the Ohio Bar. Just over a year later, she was elected State Representative from the 47th district and is the youngest female ever elected to the Ohio statehouse. She credits her Close Up experience with giving her the interest and motivation to get involved and to try to make a difference.

The second lawmaker is Julie Marie Robichaud, a 1987 Close Up participant from Caribou High School, in Caribou, Maine. She was the second-youngest member of the Maine legislature when she was sworn in in 1992. Following her election, she said, "Close Up was a great opportunity to step into the places we had only seen on television and question people who set policies,...However, I never dreamed that I would be an elected official myself." When Ms. Robichaud learned that I would be testifying today, she sent a lovely letter which I have included as an attachment in my written statement.

We also have had one of the youngest mayors in the country as an alumni. In 1987 when Philip Tanis was elected mayor of Holland, Michigan, he was the youngest mayor in the nation. Mr. Tanis was first elected to the Holland city council as a college freshman. As a veteran of two local Close Up programs and one national program, Mr. Tanis said, "Close Up lets you see how decisions are made in government,"..."It helped me see political leaders in action before I had to face issues as an elected official."

I could go on and on with stories but let me just tell you that each week Close Up participants are told, "Go home, become involved and do something..." Obviously, from the stories I have related to you today, it is a charge that is taken seriously by most participants. As a result, the federal money spent on the Ellender Fellowships multiplies its impact over and over to reach and enrich the lives of hundreds of thousands of citizens. With the teacher serving as the mainstay and the invaluable assistance of Ellender Fellowships, Close Up is able to reach and involve students from every aspect of American life. These students meet, mix, learn, discuss, and debate all within the umbrella of a program focused on encouraging these young citizens to be aware of their responsibilities and to take responsibility for being beneficiaries of the greatest democracy in the world.

It is on behalf of those hundreds of thousands of citizens that I am appearing here today to respectfully request that you reauthorize the Allen J. Ellender Fellowship Program. As you know, the Ellender Fellowship Program was not included in the Department of Education's reauthorization proposal for the Elementary and Secondary Education Act. Although we have not seen the Department's justification for excluding Ellender Fellowships, we understand that the Department used inaccurate information in its justification. Contrary to claims that the fellowships have "steadily declined," the truth is there has been a steady increase in fellowships. In the 1988-89 school year, there were 5,675 fellowship awarded, there were 5,961 in 1989-90, 6,017 in 1990-91, 6,248 in 1991-92, and in the 1992-93 school year there were 6,569 fellowships.

We also understand that the Department compared Close Up to other civic education organizations. I certainly do not want to denigrate any of the other organizations because I believe that the collective mission and efforts of all are laudatory. But I do know that Close Up is distinct from them because it has a special focus on disadvantaged students rather than the academically elite or affluent student populations targeted by other organizations. Close Up is also unique with its teacher program. As I hope I have demonstrated, teachers feel Close Up's teacher program is one of the best professional development opportunities available to them.

Given our teacher program and the benefits it has generated, I do not understand why this program, that works and works well, was not included in the Department's reauthorization proposal. It clearly seems to fit within the teacher professional development goal stated in Title II of the Department's reauthorization proposal. It also appears to be a program that would be encouraged within Goal 4--Teacher Education and Professional Development--of the recently enacted "Goals 2000: Educate America Act." Regardless of how perplexed I am at not being included, I recognize that there may be a desire to put some limitations on the availability of teacher fellowships. I would be honored to work with you, Mr. Chairman, and other members of the Subcommittee and your staffs, to construct the appropriate framework for a continuation of the Ellender Fellowship Program for both students and teachers.

In closing, I would like to thank you again for the opportunity to testify before you today and to thank you and all of the members of the subcommittee for your interest and generous support of Close Up and the Ellender Fellowships. I pledge to you that all of us at Close Up will continue to work very hard to make our program one that you can point to with pride and one that will continue to merit your support. Thank you very much.

I will be happy to answer any questions or to submit any materials for the record.

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STATEMENT OF PETER P. SMITH

As a member of the Board of Directors of the Community Learning and Information Network (CLIN), I am pleased to submit this testimony on behalf of CLIN to urge the Committee to strengthen provisions for community-based information networks and distance learning programs in the Elementary and Secondary Education Reauthorization Act and the Improving America's Schools Act of 1993, S. 1513.

INTRODUCTION

CLIN represents a vision -- and a commitment -- and a practical plan for bringing information technology to schools in a way that empowers schools and communities. CLIN will interconnect schools with universities, employers, social service agencies, local National Guard units and other key parts of our communities. The result will be community-linked learning technology and information delivery systems that use video technologies, live two-way interactive video, and network computer assisted learning. CLIN's emphasis on creating centers that bring the community together; that create mentoring relationships; that create safe havens; and that involve youth in a variety of constructive, interactive learning and job training activities will improve education and help to prevent juvenile delinquency; improve the nation's educational effectiveness; improve job training and, thereby, U.S. competitiveness; energize manufacturing; help in the war against crime and drugs; and ultimately empower and energize our communities.

THE COMMUNITY LEARNING AND INFORMATION NETWORK

Mr. Chairman, you have been a leader in recognizing that it is critical to develop and maintain a technologically literate citizenry and to do so using technologically-enhanced curricula and an educational technology infrastructure that provides universal access to high quality teaching and educational programs in urban and rural areas. These goals are reflected in the ESEA Reauthorization Act. These goals are also at the heart of the CLIN mission -- a mission that is community based; that emphasizes employment counseling, training and placement; that is targeted on at-risk children; and that strengthens student learning through parental involvement, teacher training and access to state-of-the-art curriculum.

CLIN was incorporated in 1992 to create a community-linked learning and information delivery system to provide all Americans with equal access to the education, training, and information required for life-long learning. In addition to educational goals, CLIN helps to empower local communities to compete globally, generate new jobs, stimulate technological innovation and provide better services to taxpayers.

CLIN technology includes live two-way interactive video, network computer-assisted learning, video programming, multi-media, interactive cable and electronic mail.

CLIN's public-private partnerships in 16 states and the District of Columbia are actively linking communities and dramatically increasing access to quality education, providing workforce training, and improving the delivery of health care and other social services. CLIN partners include:

Electronic Data Systems Corporation (EDS) - A global leader in the development, integration an management of software engineering programs.

Educational Testing Service (ETS) - The world's largest private educational institution and a leader in educational research.

Jostens Learning Corporation - The nation's largest educational software publisher.

Booz, Allen and Hamilton - A global leader in management and strategic consulting services.

David Sarnoff Research Center - A world leader in the development of digital technologies.

CORE PRINCIPLES FOR TECHNOLOGY ENHANCED LEARNING

Several key principles are at the heart of the CLIN concept. Many of these same principles are reflected in and should be strengthened in S. 1513: Community Empowerment; Equity in Education; Public-Private Partnerships; Shared Usage; and Interoperability/Open Architecture.

Community Empowerment

CLIN provides lifelong learning opportunities for all members of local communities. CLIN is achieving this broad vision by making multi-media resources available and accessible to communities nationwide. For the first time, existing and future communications infrastructures will link communities for distance collaboration and learning as well as efficient delivery of services to the community. This is particularly crucial for rural and underserved populations.

Equity in Education

CLIN provides equal access to high quality educational materials regardless of geography or demographics. CLIN sites give disadvantaged students access to the same educational opportunities as students in the best-funded school districts.

Public-Private Partnerships

Government entities alone cannot meet the educational challenge facing our nation. CLIN brings public and private organizations together to pursue the shared goals of an educated workforce, stable communities, and a growing economy. CLIN sites help leverage community assets by turning school computer labs into around-the-clock revenue generating learning and information centers.

CLIN brings public and private sector organizations together to:

- Bring the national education goals to reality;
- Restructure the American education system to provide equity to all citizens;
- Improve the effectiveness of the American work-force;
- Make business and industry more competitive;
- Make government information and services more accessible;
- Decrease health care costs while providing quality services; and
- Engage the private sector to help finance a national initiative at the community level.

Shared Usage

CLIN operates under a "shared usage" model which allows communities to make maximum use of CLIN by allowing industry and government to use CLIN workstations and teleconferencing technology during non-school hours for training and professional education.

CLIN sites will also be available evenings and weekends to enable local National Guard members to acquire training and other services, saving money and, most importantly, creating mentoring opportunities.

Other community based organizations will also have access to CLIN, including: small businesses seeking training opportunities for managers and employees; local government agencies; public and private non-profit social service organizations.

Interoperability/Open Architecture

CLIN is implementing a community-linked learning technology and delivery systems that emphasize open systems design and digital data format to ensure maximum use of existing hardware and software and vendor neutrality. The CLIN system uses information-age technologies, such as E-Mail, computer-assisted learning, interactive audio and video technologies, video programming, live two-way video, and electronic networks such as Internet. Schools and other community sites can use the equipment they already own to tap into CLIN's information and communications features.

Both computer-aided instruction and interactive telelearning classrooms will maximize the use and benefits of the nation's information, computation, and communications technologies.

CLIN's information network utilizes existing and planned national networks (e.g., Internet, NREN), state networks (e.g., ARKNET, ICN, PANet), and the public-switched network to interconnect schools, community colleges, universities, armories and other community users. CLIN's network integration support group, led by Electronic Data Systems (EDS) and including a variety of communications providers, is developing the standards and protocols needed to ensure interoperability of these high performance networks. The benefit a seamless flow of multi-media digital information over the nation's information highways -- information without borders -- with every CLIN site connected to Internet.

CLIN is also providing a host of other services and benefits to assist our nation's communities to come "on-line." For example, CLIN is providing community learning centers that offer citizens the opportunity to learn how to use information-age technologies. CLIN will also provide a Mobile Technologies Laboratory (MTL), a major initiative of the National Center for Manufacturing Sciences (NCMS). The MTL program is an innovative technology **education program for K-12 students and their teachers**, using an interdisciplinary approach to **teaching math, science, language, and technology**.

COMMUNITY LEARNING INFORMATION NETWORK ACTIVITIES IN THE STATES

CLIN programs are currently operating or in the active planning stage in 18 states. Among those programs already up and running are:

The **Arizona** Department of Youth Treatment and Rehabilitation and Learning/Research/Enterprise Inc. plan to create 26 CLIN sites by 1996 in ten schools, three secure youth authority facilities, six community learning centers for adjudicated youth and their families, three health care facilities, three armories, and two general community sites.

The **Connecticut** Center for Education and Training Technologies consists of CLIN sites in two schools. The purpose of the Connecticut project is to educate, train and retrain employees through collaboration with the Northwestern University Institute for Learning Sciences.

The Joint Educational Facilities of the **District of Columbia** through coordinated efforts with CLIN, will put five technology learning centers for minority youth into community sites. The sites will provide quality training and education to enable minorities to compete for careers in the computer and information systems fields, and to increase the number of minorities entering science and engineering BA degree programs.

The **Illinois** Community College Board is exploring the possibility of becoming the national model for the statewide community college CLIN initiative, and **Chicago** Housing Authority is exploring with CLIN the creation of a CLIN site to service a Housing Authority based Youth Build Program.

CLIN sites are being developed in one school, six National Guard armories, and one mobile unit in conjunction with the fiber-optic **Iowa** Communication Network which connects 99 educational institutions throughout the state. The sites are used for education, and to link National Guard training in Iowa with training in Kentucky an Pennsylvania.

Maryland CLIN is a coordinated effort between Bell Atlantic, the Governor's Information Technology Board, the Maryland Department of Education, the Multi-Media 200 Project and the National Information Technology Center. Within four years, Bell Atlantic will equip 250 schools, 10 community colleges, 15 universities and 5 nonprofit community sites with state-of-the-art computer and interactive video capabilities, as well as link all 270 sites with a fiber-optic network.

CLIN is working with the Massachusetts Secretary of Education and the Boston Housing Authority and other organizations to establish several CLIN sites in **Massachusetts.**

The **Pennsylvania** CLIN program is working to link National Guard training in Pennsylvania with Ft Knox, Kentucky and the Iowa National Guard. PA Clin plans to create 25 CLIN sites during the first year, including nine schools, two universities, six hospitals, seven armories, and one mobile unit.

The Superintendent of Duluth Public Schools, the Executive Director of the Minnesota High Success Consortium, and a representative from the Winona Council for Quality have begun planning a **Minnesota** CLIN.

State officials have successfully passed legislation in **New Mexico** to initiate a state CLIN. Plans are to link with the Los Alamos and Sandia National Labs for cooperative research and development, technology transfer and environmental education projects.

The **South Bend, Indiana** Housing Authority (SBHA) in cooperation with CLIN has established a Safe Haven Learning Center as a part of its comprehensive plan to establish public housing as a prime developmental institution. To meet this objective, the SBHA is designing and instituting a "Family Investment University" (FIU) that will coordinate, integrate and manage the myriad developmental activities related to resident empowerment. The principle goal of the FIU is to provide structure and processes that delivers focused education, training, and other services to small teams of adults and youth to support their self-development. SBHA will install at least two interactive computer video classrooms equipped with state-of-the-art digital technology. Residential units in the largest family public housing development in South Bend have been rehabilitated and reprogrammed to form the physical location for the FIU. Residents will have at their fingertips a wide range of information to support their individual developmental objectives. Many will be assisted with their GED's. Many will hone their employability, problem-solving, dispute resolution, health, parenting, consumer, keyboarding and life skills.

George Mason University (GMU) in **Virginia** was competitively awarded an Advanced Research Project Agency (ARPA) contract for research and applications of the High Performance Computing technologies and research results in undergraduate curricula with outreach to precollege curricula. The GMU HPC lab is operational and remote sites are planned for eight K-12 schools in Alexandria, Arlington, and Fairfax counties by September 1994. Under a subcontract to GMU, CLIN has undertaken to help build the regional testbed network that will make High Performance Computing and Communication (HPCC) technologies available for education and training. CLIN is focusing on K-12 education and demonstrating applications of Internet and other technologies, and on developing organizational models for self-sustaining partnerships. GMU is establishing working affiliations with business organizations who wish to participate in the testbed or in novel ways of interacting with students. Industry and government members will be asked to provide staff time for advising or mentoring student groups. Telecommunications providers will be invited to test new technologies in the testbed. Special attention will be paid to development of the collaborative spaces in which students, teachers, and others can work together. Local variations to suit local community goals will be encouraged. All members will have access to national resources through Internet and distance learning technologies (e.g., Smithsonian, libraries, universities).

ELEMENTARY AND SECONDARY EDUCATION ACT APPROACH TO TECHNOLOGY ENHANCED LEARNING IN THE ESEA

The principles on which CLIN is founded -- community empowerment; equity in education; public/private partnership; shared usage; and interoperability are the same principles that should form the basis for the ESEA's approach to technology enhanced education. We urge the Committee not only to embrace these principles but to give weight in your consideration of the ESEA to the outstanding approach to technology enhanced learning that is reflected in S. 1040, The Technology for Education Act of 1994. That legislation would provide Federal funding and leadership for telecommunications and computer equipment purchases; educational research; development of high quality technology enhanced curriculum based software; technology enhanced demonstration programs for schools; and telecommunications interconnectivity. We urge the Committee to give consideration to expanding the role that can be played by the not-for-profit community and the private sector in S. 1040 and technology enhanced education. We urge a larger role for community organizations including employers, social service organizations, law enforcement organizations, National Guard units and other key parts of the community. We urge a strengthened role for mentoring activities. We urge more emphasis on assuring that technology enhanced educational opportunities reach minorities, the bilingual community, disadvantaged children, at-risk children, and the underserved in both rural and urban settings. With respect to rural settings, we urge special efforts to capture information technology for distance learning and other high technology strategies that can make such a difference in rural educational settings.

The future of our education system and, in a very real sense, the future of our communities, is tied to the development and effective use of educational technologies. We urge the Committee to shape the educational reform legislation currently under consideration to a vision of technology enhanced, community based learning that is comprehensive enough, ambitious enough and bold enough to do justice to our children and to our Nation.

Thank you for the opportunity to submit this testimony.

[Additional material is retained in the files of the committee.]

[Whereupon, at 12:12 p.m., the subcommittee was adjourned.]

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